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City of Millbrae

General Plan

1998-2015

City of Millbrae

General Plan

Adopted November 24, 1998

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City of Millbrae

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City of Millbrae

General Plan

Table of Contents

Chapter 1

General Plan Introduction

1.1 Purpose of the General Plan 1-1
1.2 Community Description 1-1
1.3 Why a Future Vision is Important 1-3
1.4 How the General Plan is Organized 1-3
1.5 Future Review and Amendment 1-5

Maps
1-1 Regional Location
1-2 City of Millbrae Planning Area

Chapter 2

General Plan Summary

2.1 Key Issues and Assumptions 2-1
2.2 Goals of the Millbrae General Plan 2-2
2.3 Primary Implementing Programs 2-5

Chapter 3

Land Use Element

3.1 Introduction 3-1
3.2 Land Use Element Requirements 3-1
3.3 Growth Trends and Projections 3-2
3.4 Description of Existing Land Use 3-3
3.5 Redevelopment Project Area 3-5
3.6 Availability of Services and Facilities 3-7
3.7 Land Use Goals 3-11
3.8 Land Use Policies 3-13
3.9 Land Use Implementing Programs 3-22

Maps
3-1 Millbrae Sub-Areas
3-2 Redevelopment Project Area
3-3 Millbrae Special Land Use Policy Areas
3-4 Land Use Plan

Chapter 4

Circulation Element

4.1 Introduction 4-1
4.2 Circulation Element Requirements 4-1
4.3 Overview of the Circulation System 4-2
4.4 Circulation System Conditions 4-4
4.5 Travel Characteristics 4-7
4.6 Transit 4-7
4.7 Bikeways and Trails System 4-9
4.8 Transportation Systems Management (TSM) and Transportation Demand Management (TDM) 4-11
4.9 Congestion Management Program 4-12
4.10 Parking Needs 4-13
4.11 Circulation Goals 4-15
4.12 Circulation Policies 4-16
4.13 Circulation Implementing Programs 4-22

Maps

4-1 Public Parking Lot Locations
4-2 Millbrae Roadway System
4-3 Millbrae Transit System
4-4 Millbrae Trails System

Chapter 5

Housing Element

5.1 Introduction 5-1
5.2 Housing Element Requirements 5-1
5.3 Relationship to Other Elements 5-2
5.4 Future Trends and Projections 5-3
5.5 Special Housing Needs 5-7
5.6 1988-1999 ABAG Housing Needs Determinations, Recent Construction Activity and Future Housing Development Potential 5-10
5.7 Potential Non-Governmental Housing Constraints 5-13
5.8 Potential Governmental Housing Constraints 5-14
5.9 Energy Conservation Opportunities 5-17
5.10 1986 Housing Element Achievements 5-18
5.11 Housing Goals 5-21
5.12 Quantified Housing Objectives 5-22
5.13 Housing Policies 5-23
5.14 Housing Implementing Programs 5-28

Chapter 6

Parks, Open Space and Conservation Element

6.1 Introduction and Purpose 6-1
6.2 Parks, Open Space and Conservation Element Requirements 6-1
6.3 Clarification of Terminology 6-3
6.4 Parks and Recreation Background 6-3

6.5 Open Space Background 6-6
6.6 Conservation Background 6-7
6.7 Energy Conservation 6-11
6.8 Millbrae's Urban Forest 6-12
6.9 Recycling 6-12
6.10 Recreation Programs 6-12
6.11 Parks, Open Space and Conservation Goals 6-13
6.12 Parks, Open Space and Conservation Policies 6-14
6.13 Parks, Open Space and Conservation Implementing Programs 6-18

Maps
6-1 Parks, Open Space and Recreation Plan

Chapter 7
Noise Element

7.1 Introduction 7-1
7.2 Noise Element Requirements 7.1
7.3 Noise Background 7.2
7.4 Land Use Compatibility Standards 7-6
7.5 Existing Noise Environment 7-8
7.6 Noise Exposure Inventory 7-9
7.7 Noise Goals 7-11
7.8 Noise Policies 7-11
7.9 Noise Implementing Programs 7-15

Maps
7-1 Noise Contours

Chapter 8
Safety Element

8.1 Introduction 8-1
8.2 Safety Element Requirements 8-2
8.3 Seismic Conditions and Hazards 8-2
8.4 Local Geologic Hazards 8-7
8.5 Structural Hazards 8-8
8.6 Flood Hazards 8-8
8.7 Fire Hazards 8-10
8.8 Hazardous Materials 8-11
8.9 Emergency Circulation and Access 8-14
8.10 Emergency Preparedness Plan Facility and Implementation 8-15
8.11 Aircraft Hazards 8-15
8.12 Safety Goals 8-17
8.13 Safety Policies 8-17
8.14 Safety Implementing Programs 8-21

Maps
8-1 Regional Eearthquake Faults
8-2 Geotechnical and Flood Hazards

Chapter 9

Implementing Program Priorities

9.1 Overview 9-1
9.2 Implementing Program Goals 9-2
9.3 Implementing Program Tables 9-2

Technical Appendices and Documents are available at the City of Millbrae Community Development Department

Chapter 1

General Plan Introduction

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General Plan Introduction

1.1 Purpose of the General Plan

The General Plan is a set of public policies which guide the development and maintenance of the physical environment. All cities in California are required to prepare and adopt a general plan. The California Government Code defines specific purposes and content requirements for general plans. At the same time, the City of Millbrae General Plan is intended to do much more than merely meet legal requirements. It is intended to be a statement and vision of how the citizens of Millbrae view their community, now and in the future, and, most importantly, how they intend to deal with the planning and development issues facing the community.

The City has not comprehensively reviewed and revised its General Plan since 1973. The primary purposes of the update are: (1) To articulate a community vision of what Millbrae should be and how it should work; and (2) to craft a new General Plan document which translates the community vision into specific goals, policies and action programs, while also meeting all legal specifications for General Plan content.

In a broad sense, the General Plan addresses issues related to sustaining Millbrae's quality of life. These include: Protecting residential neighborhoods and environmental resources; balancing future development with the provision of adequate services, facilities and infrastructure; collaborating on regional planning efforts; meeting affordable housing needs; and providing for economic development which maintains a high level of City services.

Table 1-1: Timeframe of the General Plan

The General Plan covers the time period from 1998-2015. It establishes policies for maintaining the community's existing quality of life through build-out of the City and longer-term. The three primary concerns of the General Plan during this timeframe are:

- ***Address Near-Term Needs***
  Achieve a successful City build-out and address near-term land use and other development issues that consider long-term City needs and infrastructure capacity, provide for Millbrae Station area planning and redevelopment, and address near-term housing, employment and City fiscal needs.

- ***Maintain the Existing Quality of Life***
  Protect the integrity and quality of residential neighborhoods and commercial areas by establishing goals, policies and implementing regulations that assure property maintenance and quality design and continue to emphasize that Millbrae is a complete community with a balance of residential, commercial and recreational uses.

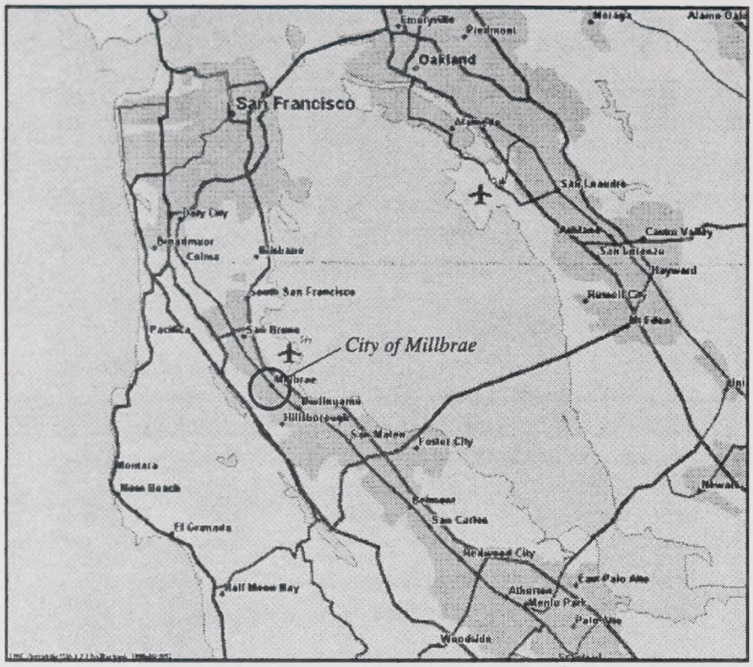
- ***Plan for Longer-Term Community Needs***
  Plan for long-term city needs to assure long-term maintenance and preservation of community character, pride and identity, consider the need for flexibility in responding to potential changing economic conditions that may affect commercial areas, and maintain the high quality condition and affordability of the City's housing stock and infrastructure.

1.2 Community Description

As shown on Map 1-1, Millbrae is located on the northern San Francisco peninsula 15 miles south of San Francisco and immediately west of the San Francisco International Airport. The General Plan Planning Area (Map 1-2) takes in all of Millbrae's incorporated lands plus land areas outside the City limits that are designated by the Local Agency Formation Commission (LAFCO) as within Millbrae's sphere of influence. These areas include unincorporated Airport lands between Bayshore

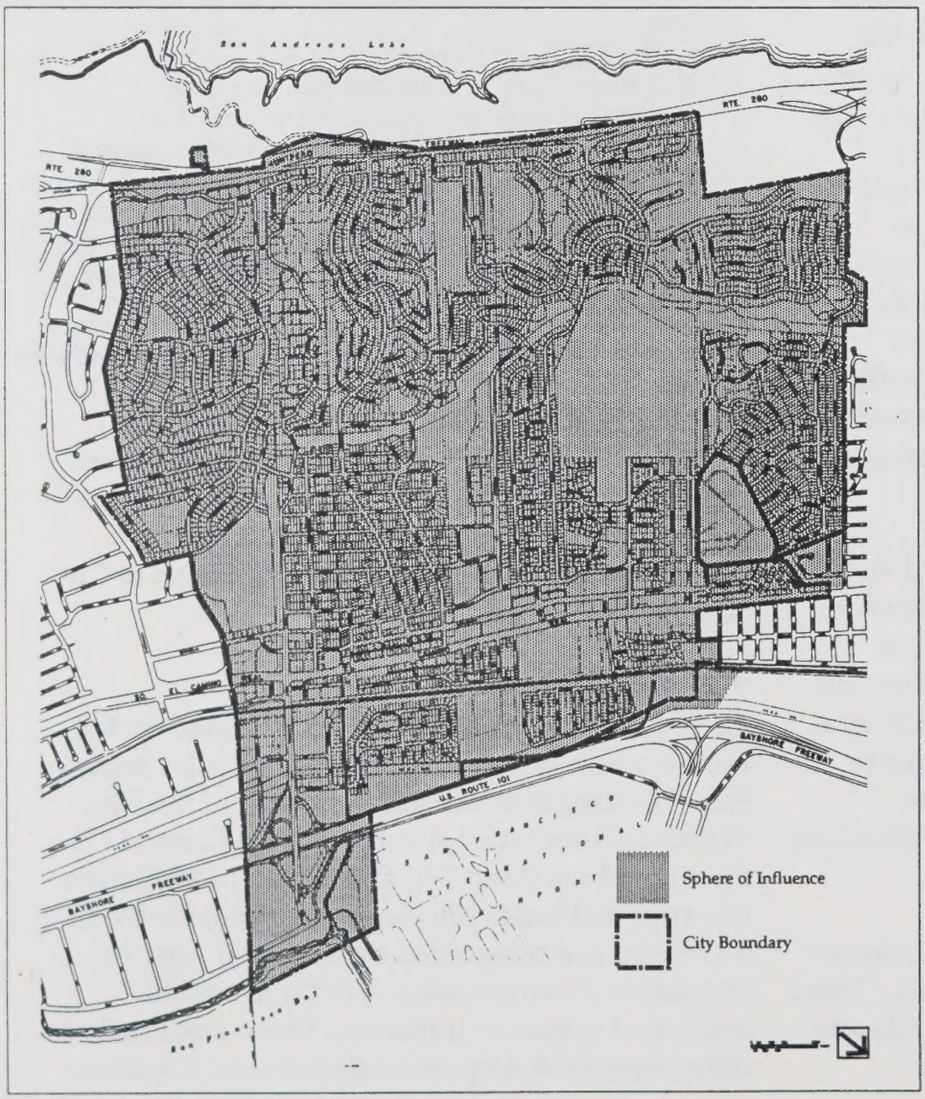
Map 1-1

Regional Location



Map 1-2

City of Millbrae Planning Area



Freeway and the Millbrae City boundary; Capuchino High School; and portions of Lomita Avenue, Emalita Court and Linden Avenue (all in San Bruno).

Millbrae occupies 3.25 square miles of northern San Mateo County, and is part of the nine county area known as the San Francisco Bay Region. Neighboring jurisdictions include the City of San Bruno to the north, the City of Burlingame to the south, San Francisco watershed lands to the west, and San Francisco International Airport to the east. Principal regional transportation facilities serving Millbrae are U.S. Highway 101, Interstate Highway 280 (Junipero Serra Freeway), State Route 82 (El Camino Real), the Southern Pacific Railroad, CalTrain, and the San Francisco International Airport. Regional bus service is provided by the San Mateo County Transit District (SamTrans).

The City of Millbrae is characterized as a suburban residential community. Residential neighborhoods in the eastern half of the City are fully developed primarily with small, well-kept single-family homes on 25 to 50 foot wide lots. Multiple family structures, generally of 2 to 12 units, are scattered about the neighborhoods. Newer residential subdivisions cover the hillsides east of I-280 along with a few multi-family complexes. Commercial development is concentrated along El Camino Real, Broadway, and Millbrae Avenue. A small industrial area exists along Adrian and Rollins Roads.

Millbrae's topography ranges from the flatlands of San Francisco Bay (roughly seven feet above sea level) to the lower portions of the San Francisco Watershed at 500 feet elevation. Three parallel watersheds (Lomita Creek, Greenhills Creek, and Millbrae Creek) drain the upper slopes into canals which empty into the Bay.

Millbrae's climate is influenced by both coastal and bayside weather. The mountains partially protect the City from coastal weather although the hilly

neighborhoods experience seasonal fog and wind. The lower elevations generally have milder conditions with some maritime influences from the Bay. A temperature inversion, where warm dry air overrides cool marine air and traps air pollutants close to the ground, often occurs during late summer and fall.

1.3 Why a Future Vision is Important

A vision is a positive image of the kind of living environment we want to create for ourselves, our children, and grandchildren, in the future. A clearly articulated vision energizes and focuses the energy and spirit of the community as a whole. A successful vision resonates with people's values and beliefs about their lives and future. Such a vision motivates the commitment, resources, and energy needed to bring it to life.

A vision is also an effective tool in the planning process, helping to ensure that the goals, strategies, policies, and implementing actions adopted by the City of Millbrae are directed towards a common end. Having a vision is a critical step in the long range planning process, helping to clearly define the kind of community we want to create 15 years down the road.

The City of Millbrae General Plan identifies policies and programs addressing the development and redevelopment of land, preservation of parks and open spaces, provision of housing for current and future residents, conservation of natural resources, improvement of the circulation and transportation system, control of noise and protection of life and property from hazards. Additionally, the General Plan assures that tax money is generated to provide high levels of public services and maintenance of public facilities and infrastructure.

The City of Millbrae General Plan addresses these issues and responds to the many changed conditions in the region, county and city since the majority of the City's existing general plan was adopted. Although the character of Millbrae has been established by past land use decisions, there are still many decisions to be made over the next 15 years.

Table 1-2: State Law Requirements for General Plans

Government Code §65300, §65300.5 and §65302 state:

"Each planning agency shall prepare and the legislative body of each county and city shall adopt a comprehensive, long-term general plan for the physical development of the county or city, and of any land outside its boundaries which in the planning agency's judgement bears relation to its planning. Chartered cities shall adopt general plans which contain the mandatory elements specified in Section 65302. In construing the provisions of this article, the Legislature intends that the general plan and elements and parts thereof comprise an integrated, internally consistent and compatible statement of policies for the adopting agency.

The general plan shall consist of a statement of development policies and shall include a diagram or diagrams and text setting forth objectives, principles, standards, and plan proposals. The plan shall include the following elements:

(a) A land use element . . . .
(b) A circulation element . . . .
(c) A housing element . . . .
(d) A conservation element . . . .
(e) An open space element . . . .
(f) A noise element . . . .
(g) A safety element . . . ."

In §65302.1 state law deals further with the matter of General Plans responding to local conditions, stating:

"The general plan shall address each of the elements specified in Section 65302 to the extent that the subject of the element exists in the planning area. The degree of specificity and level of detail of the discussion of each such element shall reflect local conditions and circumstances . . . ."

1.4 How the General Plan is Organized

State law requires that a general plan be an integrated, internally consistent document that includes background data supporting the proposed objectives, policies, standards and actions of the plan. Subject areas that must be covered are land use, circulation, housing, safety, open space, conservation and noise. The code also permits local agencies to adopt optional elements to reflect and accommodate local conditions and circumstances.

Table 1-3: Millbrae General Plan Contents

1—General Plan Introduction
Introduces the reader to the purpose of the Plan, State law requirements and how the Plan is structured.

2—General Plan Summary
Identifies the major goals and key policy features of the Plan intended as a brief overview - or "vision" - of the City's future.

3—Land Use Element
Identifies where and how residential, commercial, office, industrial, recreational or institutional activities take place. It also identifies public facilities necessary to meet the needs of Millbrae's residents.

4—Circulation Element
Identifies the interrelationship between land use and circulation. Included are recommendations regarding the location and general scheduling of transportation improvements.

5—Housing Element
Establishes targets for new housing and protection of existing housing.

6—Parks, Open Space and Conservation Element
Identifies and protects key natural environment and recreation features that contribute to a sustainable community.

7—Noise Element
Evaluates noise sources and provides standards to reduce noise impacts.

8—Safety Element
Addresses hazards which must be considered in order to assure a safe and healthy community.

9—Implementing Program Priorities
Groups all of the General Plan programs into implementation priority categories - intended to be reviewed annually.

The City of Millbrae General Plan is intended to be useful to all its readers and still contain all necessary information and policies. To accomplish this objective, the plan is structured around nine separate, but highly interrelated, sections. Each chapter (or element) is intended to convey a different level of information depending on what the reader wants to know.

State law, court decisions and State Planning Guidelines place extreme importance on consistency of the plan elements and the direct correlation between the data collected and policies formulated. Each of the updated General Plan elements contain the following policy structure:

■ *Goals and Policies:* Goals, policies, plan proposals and standards have been developed and grouped by the plan elements. Goals are the ideals to strive for, or the desired state of things. Policies establish a recognized community position on a particular issue. General Plan policies are set forth both as written text and as policy maps, such as the Land Use Plan. These are complementary; written policies set forth the basic approach to be taken while the policy maps show the intended spatial application of the policies.

■ *Implementing Programs:* Specific actions have been identified that the City will try to undertake to implement the Plan. For example, zoning must be consistent with the land use designations in the Plan. The programs in the General Plan will require some type of follow-up action; either further study, ordinance adoption, special funding consideration or other public review. Details concerning each action will be evaluated at that time.

Implementation programs which are a key to achieving the goals of the Plan are listed in each element. The list in the Implementing Program Priorities section establishes "higher priority" programs based on community needs, immediate health and safety concerns, pressing development issues or opportunities, and legal mandates which must be fulfilled. The list of program priorities will:

(1) Highlight actions the City is committed to undertaking after the General Plan's adoption;

(2) Establish priorities when future decisions are made concerning the City's Capital Improvement Program (CIP) and the budget;

(3) Provide greater assurance for businesses, developers and the community concerning future plans and improvements;

(4) Identify short-and long-term solutions consistent with future development needs; and,

(5) Allow easy updating consistent with changing priorities, funding capability, and other needs.

The primary instruments for implementing the General Plan is the City's Municipal Code ("Title 10. Planning and Zoning"), Residential Design Review Guidelines, the City's Budget, and Strategic Plan. The Zoning Ordinance includes various land use districts consistent with the General Plan. Each parcel of land in the community is designated with one of those districts. Written regulations establish standards for design review, minimum lot size, building height and setback limits, lot coverage, parking, and other development parameters within each land use zone. Property maintenance is also a key City regulation intended to implement the goals and policies in the General Plan to assure the preservation of existing development quality.

The Millbrae Station Area Specific Plan has been prepared concurrently with the Millbrae General Plan, thus assuring a coordinated environmental review process for both plans and policy consistency. A brief description of the Millbrae Station Area Specific Plan is provided below.

Table 1-4: Millbrae Station Area Specific Plan

The Millbrae Station Area Specific Plan is located in the southeastern portion of the City of Millbrae, immediatley surrounding the proposed Millbrae Avenue BART/ CalTrain station. The Specific Plan is intended to provide for the coordinated redevelopment of the station area into a vital, mixed use transit-oriented center for the community and the region.

The station area encompasses approximately 125 acres, of which about 50 acres of vacant or underused land are proposed to be developed into office, hotel, residential, retail/restaurant, and parking uses. The entire Millbrae Station Area Specific Plan area is located within the Millbrae Redevelopment Project Area.

1.5 Future Review and Amendment

Any interested citizen may submit a request to have a proposed amendment of the plan considered. State law restricts the number of amendments to four each calendar year, although each amendment may encompass a series of individual changes to the Plan. The City Council, by resolution of a majority of its members, may also initiate a proposed amendment at any time it deems suitable or appropriate. A comprehensive review and revision of the plan should also be undertaken at least every five years.

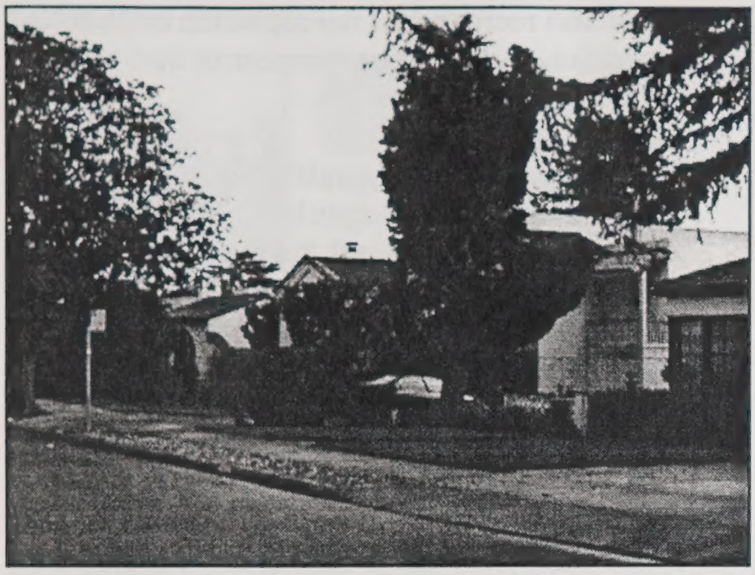
Plan amendments will be considered by the Planning Commission, which will make a recommendation to the Millbrae City Council. Since General Plan Amendments are legislative actions, the final decision is made by the City Council following a public hearing. General Plan amendments will be published as follows:

■ *Policy and Text Changes:* Changes to the policies and other text of the plan shall be published on pages which may be inserted in the appropriate locations as replacement pages or additional pages in the applicable element. The effective date of the last adopted amendment shall be referenced on the pages with changes or additions.

■ *Map Changes:* Amendments to the land use plan map and other policy and informational maps shall be published on pages which may be inserted in the document; periodic revisions of the original document maps shall incorporate all of these changes which have accumulated since the previous revision. The date of the amendment shall be noted on the map for each area amended.

Chapter 2

General Plan Summary



General Plan Summary

2.1 Key Issues and Assumptions

Most of the land in the City of Millbrae is developed with urban uses, with a land use pattern that is already well established. General Plan concerns therefore focus on issues such as the preservation of community character; upgrading older areas; strengthening the City's economic base; use of undeveloped and reusable lands; and providing for the community's housing, social, economic development and safety needs.

In addition to the General Plan, the Millbrae Station Area Specific provides more detailed policy direction for the area surrounding the planned Millbrae BART Station. The station area encompasses approximately 116 acres, of which about 50 acres of vacant or underused land are proposed to be developed into office, hotel, residential, retail/restaurant, and parking uses. The Millbrae Station Area Specific Plan establishes policies that guide the location, intensity and character of land uses; the circulation pattern and necessary infrastructure improvements to support development; the organization and design of the area; and the implementing actions required to realize the plan's recommendations.

The Millbrae Station Area Specific Plan demonstrates the City's commitment to the creation of a transit-oriented district that builds on the unique quality of life enjoyed by Millbrae residents, reinforcing the significant public investment being made in transit. While the Millbrae Station Area Specific Plan focuses on creating a vibrant activity center with a mixture of uses that enhances the viability of transit and the attractiveness of Millbrae as a community in which to live and work, the General Plan covers the City as a whole. The key issues addressed in the General Plan are discussed below:

- **Preservation of Millbrae's suburban community character:** Millbrae is a well-established, balanced residential and business community. It contains predominantly single-family homes. Small multiple unit residences are scattered about the City's eastern parts; while larger complexes have been built in the central and western parts of the City. The overall quality of housing is high, reflecting residents' responsible attitudes and pride in their City. Residents want to ensure the community's existing residential land use pattern and high quality of life are maintained. In addition, residents with view properties want to ensure that new development does not unduly obstruct their views and detract from the value of their property. The City's Residential Design Guidelines must balance the property owner's development rights with the view protection rights of adjacent properties.

- **Upgrading older, deteriorating areas:** The quality of housing in Millbrae's older residential neighborhoods has improved in recent years, spurred by the high price of housing in the Bay Area. Some areas are still in need of improvement, however, particularly in the Marino Vista and Bayside Manor neighborhoods.

- **Minimizing the traffic and parking impacts of new development:** Residents want to ensure that new development does not result in negative traffic impacts, particularly in residential areas. Needed improvements should be planned and implemented in a timely and coordinated manner. Of particular concern are the east-west collector streets which connect residential areas with the City's commercial core

along Broadway and El Camino Real. Parking is also an issue, particularly on narrow residential streets and in commercial areas along Broadway and El Camino Real.

➢ **Strengthening the City's economic base:** With continuing reductions in State and Federal funding for local government, and the high cost of providing City services and programs, it is critical that new development help support City functions. One way to meet the City's budget needs is to restructure the service fee system. A more acceptable method is to favor development that generates significant tax revenue and provides local job opportunities. Attracting desirable developments and making them economically feasible may require some flexibility in land use regulations and development standards. Other measures which may help attract new development include the provision of common parking facilities and the expedited processing of development and use applications for commercial property.

➢ **Revitalizing the City's commercial core:** The City's primary commercial areas lie along Broadway and El Camino Real. These areas should be revitalized to ensure a viable mix of retail services, with special attention given to making the area more attractive and functional. In particular, downtown parking needs should be addressed, and opportunities for high-quality mixed use development and view preservation should be pursued.

➢ **Meeting future needs while managing the impacts of new development:** The use of Millbrae's remaining developable parcels must reflect the City's anticipated needs as well as regional trends. There is a high demand for housing yet limited opportunities to build new housing in Millbrae. Office, commercial, and hotel development are needed to provide necessary tax revenues to support city services, but are subject to market fluctuation. The City must respond to the changing needs of residents and local businesses, while addressing the cumulative effects of development to avoid potential long-term problems. Adequate attention must be given to the community's social and recreational needs, traffic and service capacities, neighborhood concerns, and environmental constraints.

➢ **Providing affordable quality housing for all city residents:** Single-family homes have escalated in price beyond the means of many young families. As current occupants move out, their homes may be unaffordable to middle and lower income families. Over time, middle and lower income families—who are an integral part of the City's economy—may be forced out of the local housing market. This impacts not only these family households, but also the local businesses where they work and the regional transportation system that must accommodate their commutes. Solutions are needed that will maintain neighborhood integrity and character while ensuring long-term affordability for all city residents.

➢ **Protecting public health and safety:** Environmental constraints, including seismic and geological hazards, airport and freeway noise, and flood problems, must be addressed to protect the community. Natural open space areas within and adjacent to Millbrae serve recreational, educational, and urban buffer needs. New and renewed development must respect these resources to assure the health and safety of Millbrae and its environs.

➢ **Improving and protecting the Spur property and trail:** The Spur property along the western edge of the City offers unique recreational and open space opportunities. These opportunities should be pursued, within the constraints of existing development, to maximize the benefits offered by this valuable resource. Funding for development of recreational access to the Spur might be raised through sale of surplus Spur lands for residential development.

2.2 Goals of the Millbrae General Plan

The following broad goals provide a "vision" of what the community intends to be like in the future. The goals serve as the basis for more specific policies and implementing programs contained in each element of the General Plan.

Land Use Goals

LU1 *Preserve the Quality of Residential Neighborhoods* Preserve and strengthen the suburban identity and qualities of Millbrae's residential neighborhoods and assure that: (1) all new development, renovation and remodelling are harmoniously designed and operated to integrate with the existing neighborhood, with special attention given to the protection of views from nearby properties; (2) noise, traffic and other conflicts between residential and non-residential land uses are eliminated to the extent possible; (3) higher density residential developments are sited, designed and managed to minimize their impact on existing low density residential areas; and (4) each residential neighborhood has access to a developed park or park-like recreational area within walking distance to most residents, and that park facilities are well maintained, diverse and adequate to meet the needs of residents.

LU2 *Promote Proper Site Planning, Architectural Design and Property Maintenance* Ensure high quality site planning, landscaping and architectural design for all new development, renovation or remodelling and require property maintenance to maintain the long-term health, safety and welfare of the community.

LU3 *Maintain a Variety of Land Uses* Maintain designations for a variety of residential, commercial, light industrial, recreational and public institutional purposes to: (1) protect environmental resources; (2) provide a mix of housing types, densities and tenure; (3) ensure that a variety of commercial and industrial goods, services and employment opportunities are available in Millbrae; and (4) offer a range of recreational and public facilities to meet the needs of Millbrae residents.

LU4 *Support Economic Development and Revitalize and Enhance Commercial Areas* Support economic development activities to strengthen the City's ability to finance City services and pay for needed construction and maintenance of public improvements, offer local employment opportunities for Millbrae residents, thereby reducing inter-city commuting, assure the availability and diversity of resident-serving goods and services, and allow for specialized commercial uses, such as automobile service stations and day care facilities. Improve and enhance the appearance, functionality, and economic vitality of the commercial districts, creating: (1) a high-quality, pedestrian-oriented mixed use district along Broadway; and (2) attractive, auto-oriented commercial districts along El Camino Real and Millbrae Avenue. Encourage a varied mix of business types, and provide incentives through the Redevelopment Agency to stimulate private investment and undertake aesthetic and functional improvements.

LU5 *Provide Adequate Services and Facilities* Ensure that new and existing developments can be adequately served by municipal services and facilities without loss of service to other areas. In particular, ensure that traffic and parking impacts in both residential and commercial areas are minimized to the extent possible.

Circulation Goals

C1 *Provide a Circulation System Design that is Safe and Efficient* Develop, improve and maintain a circulation system which provides efficient and safe access for private vehicles, commercial vehicles, public transit, emergency vehicles, pedestrians, and bicyclists, while protecting the quality of Millbrae's residential neighborhoods and commercial activity areas.

C2 *Participate in Regional Transportation Planning Efforts* Coordinate with neighboring jurisdictions and other public and regional agencies in the provision of adequate circulation, and the development of balanced housing and employment opportunities to reduce trips in and out of the region and reduce single passenger trips.

C3 *Provide Appropriate Street Repairs, Maintenance and Improvements* Maintain acceptable operating conditions on the City's road network to provide and maintain a safe, attractive and efficient circulation system that ensures ongoing convenient access to all residential, commercial and community areas and to neighboring jurisdictions.

C4 *Support Transit, TSM, and Bicycle and Pedestrian Circulation* Support the provision of public transit services and alternative programs such as BART/CalTrain, SamTrans, Transportation Systems Management (TSM) to provide a viable alternative to single occupant automobile travel, and develop and maintain a comprehensive pedestrian and bicycle circulation network and trails system which connects employment centers, open space, activity areas and recreation areas, and provides linkages to regional trails and open space.

C5 *Provide Adequate Parking* Ensure adequate off-street parking is provided for in all new projects and is designed for safe and effective circulation, and that existing parking ordinances and enforcement are reflective of community needs and safety.

Housing Goals

H1 *Reinforce the City's Commitment to Meeting Housing Needs* Establish and monitor goals, policies and programs to address the City's housing needs, encourage public participation in all housing policy matters and promote equal housing opportunities.

H2 *Protect and Enhance Existing Housing, Community Character and Resources* Maintain the high quality of existing housing and community character and assure energy efficiency in new and existing housing.

H3 *Provide New Housing and Address Affordable Housing and Other Special Needs* Assure excellence in architecture and site planning in all new projects, provide a variety of housing types and tenure and meet the City's "fair share" of very low, low and moderate income housing need and the needs of special groups, including the elderly, handicapped, small and large families, single parents and local workers.

Parks, Open Space and Conservation Goals

PC1 *Provide Sufficient, Diverse, and Accessible Recreational Opportunities* Provide sufficient, diverse, and accessible recreational opportunities for all Millbrae residents—including children, youth, seniors, and others with special needs—in parks, recreation facilities, school yards and open space balanced with the protection of important habitat areas throughout the City.

PC2 *Maintain Existing Recreation Facilities* Maintain current park amenities and infrastructure in a safe, attractive and functional recreation environment.

PC3 *Improve the Spur Property as a Recreational Resource* Provide improvements to the Spur Property to enhance its function as a community-wide open space and recreational amenity.

PC4 *Protect Open Space Resources* Preserve the undeveloped open space areas in the City to maintain visual buffers between developed areas, preserve natural and man-made resources, minimize health and safety hazards, and provide recreational opportunities.

PC5 *Provide for Public Access and Use of Open Space as Appropriate* To enhance the recreational value of open space areas, provide for public access to and use of open space areas where such access and use will not harm the area's natural features or habitat.

PC6 *Protect and Conserve Natural Resources* Preserve natural resources which provide important habitat, ecological or archeological value, and maintain clean air and water quality.

Noise Goals

NS1 *Preserve and Improve the "Quiet Ambiance" in Existing Residential Neighborhoods* Protect Millbrae's neighborhoods by providing an acceptable noise level throughout the community, identifying and alleviating or minimizing existing noise problems where possible.

NS2 *Enforce Noise Standards for New Development and Redevelopment Projects* Ensure the appropriateness of new development with the noise environment of Millbrae and establish mitigation measures for any changes in land use as are reasonably necessary to assure compatibility with the surrounding area.

NS3 *Protect the City from Airport, Vehicular and Rail Corridor Noise to the Greatest Extent Possible* Ensure that all measures are taken to protect the City from major regional noise sources such as San Francisco International Airport, the rail corridor and interstate highways, and industrial or commercial developments.

Safety Goals

S1 *Protect Community Health and Safety from Natural and Man-Made Hazards* Minimize the potential for loss of life, injury, damage to property, economic and social dislocation and unusual public expense due to natural and man-made hazards, including protection from the risk of flood damage and minimizing hazards of soil erosion, weak and expansive soils, potentially hazardous soils materials, other hazardous materials, geologic instability and seismic activity.

S2 *Prepare for Emergency Situations* Ensure government agencies, citizens and businesses are prepared for an effective response and recovery in the event of emergencies or disasters.

Implementing Program Priorities Goals

IP1 *Assure General Plan Implementation* The City will take an active leadership role in assuring the implementation of General Plan programs.

IP2 *Encourage Public Participation* Encourage public review and effective participation in all aspects of the planning process.

IP3 *Maintain an Up-to-Date General Plan* Maintain and periodically revise and update the City's General Plan to reflect current community goals and policies.

2.3 Primary Implementing Programs

As the foremost policy document for the City of Millbrae, the General Plan establishes policy direction and standards for land use and other issues and provides the basis for the maps and text for zoning, subdivision requirements, capital and service improvement programming, and other important community decisions. Achieving consistency among these plans is an important reason for keeping the entire General Plan up to date.

Zoning is the primary instrument for implementing the General Plan because it provides very detailed standards and requirements for each of the land use districts. Each parcel of land in the community is included in one of those districts. Written regulations, consistent with the General Plan, establish standards for minimum lot size, building height and setback limits, lot coverage, parking, and other development parameters within each land use zone.

While Millbrae has historically been a bedroom community, and made extensive effort to maintain and enhance the quality in the City's residential neighborhoods, the City has also made an effort to broaden its tax base and provide a more balanced mix of uses. The Redevelopment Agency (RDA) and redevelopment plan and program were adopted in 1988. The focus of the Redevelopment Project Area plan is to provide and maintain facilities serving developments in downtown. The

RDA has also assisted in the provision of low and moderate income housing. In addition to the Redevelopment Plan, the City has adopted a Commercial Revitalization Strategy (1994) and the America Downtown Action Agenda (1996) to guide downtown and commercial development. Implementation of all of these plans will help achieve the goals of the Millbrae General Plan.

Many of the key issues to be addressed by the City in the next decade will relate to development in the Millbrae Station area. Some of the key components of the Millbrae Station Area Specific Plan are:

(1) The intensification of land uses immediately surrounding the new intermodal station with a mixture of office, hotel, retail and residential uses.

(2) Enhancement of the station area through the creation of a "Station Square".

(3) Improvement of the El Camino Real corridor as a well-landscaped urban boulevard.

(4) The visual enhancement of Millbrae Avenue as the principal gateway to the community.

(5) A comprehensive program of roadway improvements to provide proper capacity for station area automobile traffic.

(6) The phased improvement of utilities and infrastructure to support new development within the Station Area, including the City's sewage treatment plant.

(7) The provision of financing mechanisms to facilitate the phased implementation of capital improvements.

Chapter 3

Land Use Element

Land Use Element

3.1 Introduction

The Land Use Element of the Millbrae General Plan establishes the pattern and intensity of land use in the city, and sets forth policies and standards to guide future development and redevelopment. In doing so, the Land Use Element balances land use issues, opportunities, and constraints with the community's other needs and desires. It thereby affects, and is affected by, many of the issues addressed in other parts of the General Plan, including open space preservation; natural resource conservation; traffic capacity; the provision of affordable housing; noise control; view preservation; the protection of life and property from natural and human hazards; and other environmental concerns.

As with other parts of the General Plan, the overriding goal of the Land Use Element is to maintain the quality of life in Millbrae, achieving "build-out" in a manner that addresses long-term community needs while preserving the community's character and identity. The sidebar at right summarizes the key issues and aims within that goal as they relate to the Land Use Element.

Table 3-1: Summary of Key Land Use Element Issues

Historically, Millbrae has been committed to continuing the land use pattern that enhances the design qualities, appearance and quality of its residential neighborhoods and commercial areas. In this regard, the three primary concerns of the Land Use and Circulation Element are to:

- ***Maintain the Integrity and High Quality Living Environment of the City's Residential Neighborhoods.*** Maintaining quality architecture and appearance, improving the City's tax base to pay for desired services, and assuring that City streets, facilities, parks and other amenities are maintained and improved to respond to City-wide and neighborhood needs.

- ***Achieve a Successful Build-out that Balances Jobs and Housing, and Infrastructure Capacity with Development Needs.*** Providing appropriate land use densities and intensities to integrate new development with the design, infrastructure and environmental conditions in the City, and evaluating the impacts and appropriateness of new development with environmental conditions and needs of the City.

- ***Respond to Longer-Term Land Use and Circulation Needs in an Appropriate Manner.*** Establishing a long-term perspective on City service and maintenance needs, and implementing measures necessary to assure the provision of needed services while at the same time assuring protection of neighborhood quality of life and resources.

3.2 Land Use Element Requirements

A Land Use Element has been required as part of local general plans since 1955. It must establish a pattern for land use in the City and set clear standards for the density of population and the intensity of development for each proposed land use. In doing so, it must consider and address a wide range of community development, natural environment, and health and safety concerns, making it the most far-reaching element in the General Plan. Section 65302(a) of the Government Code summarizes the intent and requirements for the Land Use Element:

> *"A land use element which designates the proposed general distribution and general location and extent of uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of land. The land use element shall include a statement of the standards of population density and building*

intensity recommended for the various districts and other territory covered by the plan. The land use element shall also identify areas covered by the plan which are subject to flooding and shall be reviewed annually with respect to such areas."

Specifically, in defining the City's land use pattern and related standards, the Land Use Element must consider the following issues: (1) Hazards, such as flooding (covered in more detail in the Safety Element); (2) natural resources, such as water resources, vegetation, soil resources, mineral resources, fish and wildlife, rare and endangered plant and animal species; (3) aesthetic, cultural and recreational resources, such as parks and recreation, scenic areas, historical and cultural resources, and public access; (4) community development, such as population characteristics, housing, social issues, economic characteristics, streets, utilities and development design; and (5) view preservation and solar access.

3.3 Growth Trends and Projections

The San Francisco Bay Area is the nation's fourth most populous metropolitan area. According to the Association of Bay Area Governments (ABAG), by 2020 San Mateo County is expected to have 280,990 households, an increase of about 40,000 households (a household is defined as all those persons—related or unrelated—who occupy a single housing unit). In contrast to County and regional growth during the seventies and eighties, there has not been significant population growth in Millbrae over the past 15 years. The population of 20,781 in 1970, 20,058 in 1980, and 21,100 in 1995. It is projected to be 22,200 at the end of the century, and 24,860 by the year 2015. As of January, 1997, the State Department of Finance estimated there were 21,447 people, 8,238 housing units and 8,011 households with 2.64 persons per household in the City of Millbrae.

Table 3-2: Definitions of Key Land Use Planning Terms

(1) **Commercial Floor Area Ratio (FAR):** As used in the Millbrae Station Area Specific Plan, FAR is "the ratio of the gross floor area of all buildings on a lot to the area of the lot." Exceptions are provided in the case of a church, theater, or other places of public assembly. Depending on location, the Millbrae Station Area Specific Plan includes a range in FAR from 0.3 to 2.0 FAR. In other words, on a site with 60,000 net square feet of land area, an FAR of 0.3 will allow a maximum of 20,000 gross square feet of building floor area to be built. On the same site, an FAR of 2.0 would allow 120,000 square feet of building floor area.

(2) **Residential Floor Area Ratio (FAR):** The City's Residential Design Review guidelines establish a maximum allowable floor area, determined by the FAR, as 55 percent.

(3) **Residential Density:** The number of permanent residential dwelling units per acre of land. Densities specified in the General Plan may be expressed in units per gross acre or per net developable acre. Density can be controlled through zoning in the following ways: use restrictions, minimum lot-size requirements, floor area ratios, land use-intensity ratios, setback and yard requirements, maximum house-size requirements, ratios comparing number and types of housing units to land area, limits on units per acre, and other means. Allowable density serves as the major distinction between residential districts.

Table 3-3: San Mateo County Projections (1990-2015)

Category	1990	1995	2000	2005	2010	2015
Population	649,623	687,500	729,500	757,100	772,300	786,800
Households	241,914	246,460	253,790	262,140	269,430	276,220
Average Household Size	2.64	2.74	2.83	2.84	2.82	2.80
Employed Residents	353,676	351,700	384,900	406,300	421,000	430,100
Jobs	311,600	318,350	363,340	384,230	394,360	412,410
Employed Residents/Job	1.14	1.10	1.06	1.06	1.07	1.04

Source: ABAG Projections '98

Table 3-4: City of Millbrae Projections (1990-2015)

Category	1990	1995	2000	2005	2010	2015
Population	20,476	21,100	22,200	23,910	24,760	24,860
Households	7,947	8,020	8,080	8,680	9,070	9,170
Average Household Size	2.53	2.59	2.70	2.71	2.69	2.68
Employed Residents	10,166	9,900	10,800	12,165	13,200	13,400
Jobs	5,690	5,680	6,110	9,500	11,836	12,006
Employed Residents/Job	1.79	1.74	1.77	1.28	1.12	1.12

Source: Derived from ABAG Projections '98 and Millbrae Station Area Specific Plan Projections

Growth in population and households is expected to be fairly moderate as the City approaches build-out due to the limited availability of vacant land in the City. Development in the Millbrae Station Area Specific Plan area is expected to result in the most significant change. From a regional sense, development of a higher intensity, transit-oriented mixed use area reinforces a city-centered concept of urban development that directs in-fill growth to areas where infrastructure capacity may be available or uncommitted. ABAG's recent report, "Trends and Challenges Facing the Future of the San Francisco Bay Area", recommends strategies consistent with the Millbrae General Plan, including: "Support more development activity near major transit lines by increasing allowable intensity of new development and streamlining development review procedures."

Table 3-5: Population Projections

Population projections provide a useful tool in determining future demand for land uses, infrastructure, services, and other concerns. The Association of Bay Area Governments provides projections for population, households, persons per household, employed residents and jobs for each jurisdiction within the nine county Bay region. However, ABAG's most recent report (Projections '98) does not include the development potential anticipated in the Millbrae Station Area Specific Plan. Table 3-4 combines ABAG's Projections '98 with projections based on development potential possible under the Millbrae Station Area Specific Plan. The projections are based on the following assumptions for the Station Area:

(1) Almost 60% of the 5,276 jobs in the Station Area are anticipated by the year 2005, with all jobs being filled by the year 2010.

(2) It is estimated that 15% of the workers employed at these jobs will reside in Millbrae, with 800 new employed residents by the year 2010.

(3) Each new employed resident is expected to add 1.96 people to the population of Millbrae—a total of 1,560 people—based on the ratio of population to employed residents in Millbrae.

(4) The new population is expected to comprise 590 households (based on 2.64 persons per household).

At build-out, the City is expected to have 24,860 people (17.8% more than in 1995), 9,170 households (+14.3%) and 12,000 local jobs (+111.3%). The net effect for Millbrae is a projected decrease in employed residents per local job from 1.74 in 1995 to 1.12 in the year 2015. The increase in local jobs will also create a continuing strong demand for housing in Millbrae. There is the potential under the General Plan for about the same number of housing units to be built as the number of new households projected. Future updates of the General Plan should monitor this situation.

3.4 Description of Existing Land Use

As the table below shows, more than one-half of Millbrae's land is occupied with residential uses, primarily single-family. Commercial uses account for less than 10 percent, with another 10 percent in utility use. About 17 percent of the land is used for streets and highways; only 4 percent is vacant. Land use issues will focus more on conservation of existing uses and redevelopment rather than development of open land.

Table 3-6: Existing Land Use

Land Use	Acreage	Percent
Single Family Residential	1,020	48.9%
Duplex Residential	25	1.2%
Apartment Residential	55	2.6%
Residential Subtotal	*1,100*	*52.8%*
General Commercial	160	7.7%
Office	20	1.0%
Hotel/Motel	25	1.2%
Commercial Subtotal	*205*	*9.8%*
Industrial	20	1.0%
Open Space	95	4.6%
Vacant	85	4.1%
Public/Quasi-Public/Utility	220	10.6%
Other (Streets, Highways, etc.)	360	17.3%
Total	2,085	100.0%

General Description

For purposes of describing existing land uses throughout Millbrae, the City has been divided into four geographical areas: (1) Area west of the Spur property to Route 280; (2) area generally eastward of the Spur to Magnolia Avenue; (3) Magnolia Avenue eastward to the railroad corridor; and (4) eastward of the railroad corridor to the Airport. Below is a brief description of each area, with a summary of some of the key issues being faced.

Area West of the Spur Property to Interstate 280

This land slopes downward from Interstate 280 on the west to the Spur property on the east, with several large, undeveloped ravine areas. The areas that are developed are almost exclusively single-family residential, with the only multi-family structures being those along Vallejo Drive on the western periphery of the City. There are three neighborhood parks, one high school (Mills), and two elementary schools, as well as two large parcels owned by the San Francisco Water Department. One of these parcels is 16.6 acres of steep, heavily forested land; the other, a 56 acre parcel of which only a corner falls in Millbrae, is also quite steep. Both are unsuitable for development, but are scenic and aesthetic resources which may provide passive recreational use and afford panoramic views of the Bay.

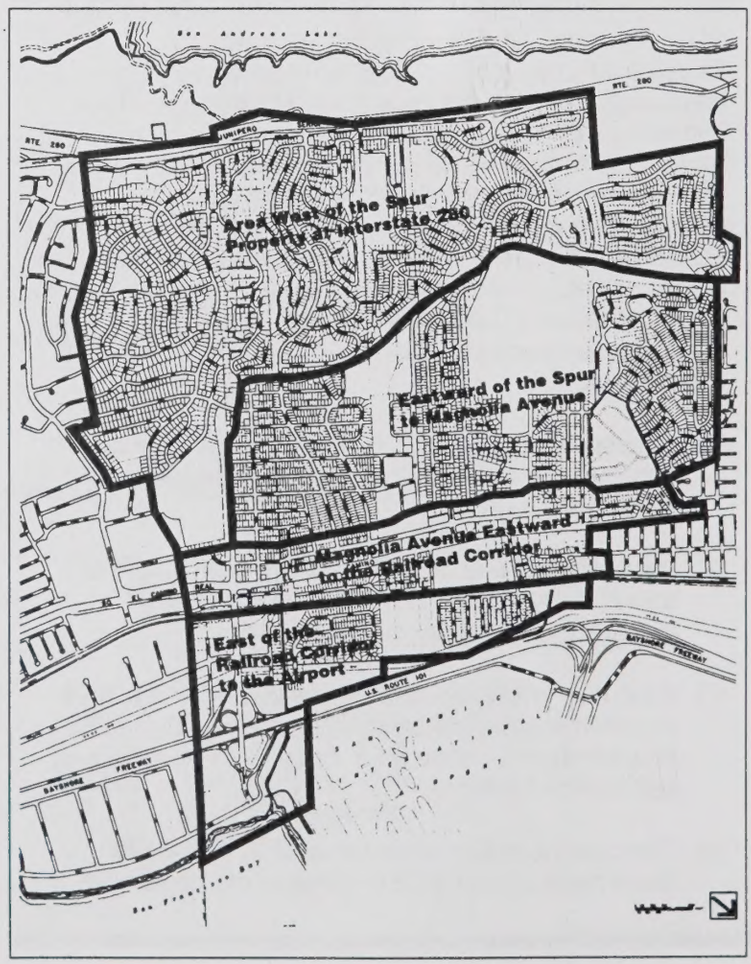
Circulation in this area generally is adequate. The land use in this area is low and very low density residential. Planting of trees and preservation of the natural vegetation in undeveloped areas has, in some cases, been used as a measure to maintain or increase soil stability.

Three neighborhood parks (Mills, Meadows and Schultz) provide recreational areas for the northern, central and southern sections of this area. However, the park in the central section is located so far to the east that it serves only part of this section. The northern-most part of the area is also relatively inaccessible to any city park, although development of the Spur property would improve recreational access.

Zoning in this area requires minimum lot sizes of 5,000 and 10,000 square feet. A few large parcels may be subject to resubdivision; however, only a

Map 3-1

Millbrae Sub-Areas



small potential for new lots exists due to topography, access and soil stability constraints.

Eastward of the Spur to Magnolia Avenue
The Spur is a wide (100-400 feet) north-south greenbelt which was a proposed roadway that was never built. CalTrans granted the lands to Millbrae. Only six east-west streets cross the Spur: Millbrae Avenue, Hillcrest Boulevard, Taylor Boulevard, Richmond Drive/Tioga Drive, Helen Drive and Lomita Avenue.

The northern half of this area is a predominantly single-family residential area. The other existing uses in this vicinity include the privately-owned 103-acre golf course of the Green Hill Country Club, two elementary schools, Capuchino High School, four churches, and a small park.

The southern half of the area is characterized by single-family residential housing, but also includes several blocks of higher density housing, one elementary school, a middle school, the Civic Center, and a large park with a Community Center.

This area has seen more change than the west side of the Spur, with many of the single-family dwellings being enlarged and the small houses in the southern portion of the area converted to duplexes. While circulation is generally adequate, there is some intrusion of commercial parking onto residential streets in the areas close to Magnolia, and traffic on the east-west arterials.

Magnolia Avenue Eastward to the Railroad Corridor
This area contains a relatively modern commercial area in its southern-most blocks (south of Millbrae Avenue). Broadway, in the southern part of the sub-area, traverses an area of medium to high density housing and the City's older shopping district, including the "Millbrae Square" shopping center and attendant parking lots. Broadway Downtown is unique on the Peninsula because it runs parallel to the El Camino rather than perpendicular.

The northern part of Broadway continues through a mixed area of offices, retail uses, and low and high density housing. El Camino Real is generally bordered by strip commercial development in Millbrae. Between El Camino and the railroad are two single-family subdivisions and one mixed density neighborhood, including some high density housing, visitor commercial uses, and San Francisco Water Department's Peninsula headquarters.

Some of the existing commercial areas are in need of major redesign, re-use, re-tenanting, landscaping, circulation, and pedestrian-orientation. Parking in downtown retail shopping areas is often inadequate or inconvenient for pedestrians during the peak hour uses.

East of the Railroad Corridor to the Airport
The southernmost portion of this area, south of Millbrae Avenue, is occupied by a combination of low-intensity commercial and industrial uses. The remainder of the area is divided among three single-family subdivisions: Bayside Manor, North Millbrae and Marino Vista. These subdivisions are bounded on the east by vacant lands belonging to the San Francisco Airport and are separated by a PG&E substation. The area also includes a group of small, older apartments (201 units) on Garden Lane and Aviador. East of the Freeway, Millbrae lands are occupied by two hotels, Bay Front Park adjacent to the Bay, and tennis courts (see Parks, Open Space and Conservation Element).

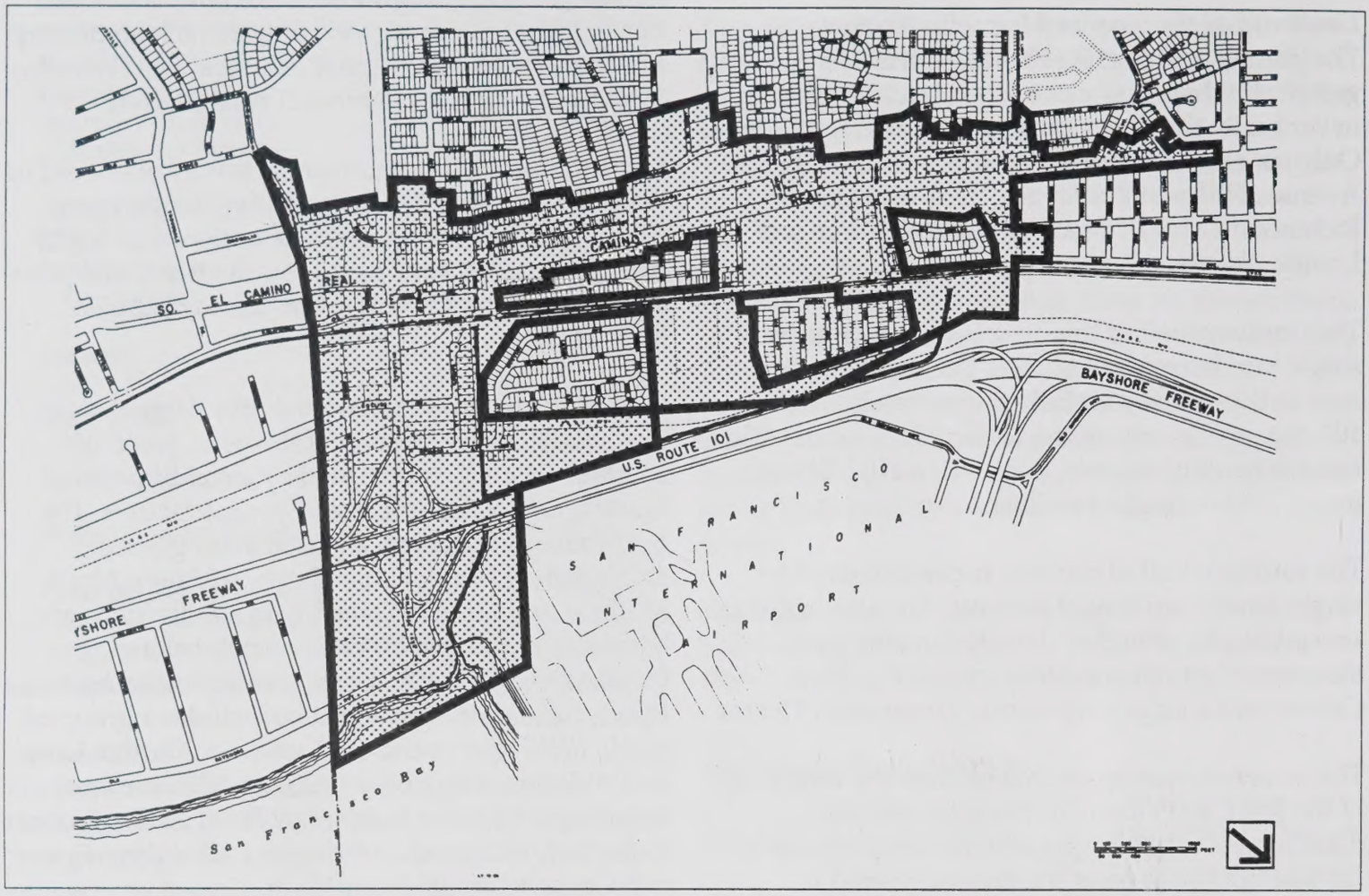
The two subdivisions (Bayside Manor and Marino Vista) are, in effect, cut off from the rest of the City and from each other. There is the danger that the Marino Vista and North Millbrae areas might be totally cut off during a fire emergency, particularly if a train is blocking the grade crossings. Both subdivisions are also subject to extreme noise on a regular basis from airplane take-offs at the airport, noise from the railroad corridor and from U.S. 101. At present, the airport's vacant lands are largely undevelopable due to the presence of several endangered species, including the San Francisco Garter Snake.

3.5 Redevelopment Project Area

While Millbrae has historically been a bedroom community, the City has made an effort to broaden its tax base and provide a more balanced mix of uses. Commercial growth has been assisted by the creation of the Redevelopment Agency (RDA) and

Map 3-2

Redevelopment Project Area



the adoption of a redevelopment plan and program in 1988, called the "Redevelopment Plan for the Millbrae Redevelopment Project".

The plan was a result of the City's inability, due to limited resources, to address problems of circulation, parking, economic obsolescence and the lack of and maintenance of public facilities in the project area. The focus of the Redevelopment Project Area plan is to provide and maintain facilities serving developments in downtown. The RDA has also assisted in the provision of low and moderate income housing.

The Project Area includes all the commercial areas of the City but excludes the Bayside Manor/Marino Vista neighborhoods. In addition to the Redevelopment Plan, the City has adopted a Commercial Revitalization Strategy (1994) and the America Downtown Action Agenda (1996) to guide downtown and commercial development.

Table 3-7: Redevelopment Project Area Goals

(1) To eliminate blighting conditions.
(2) To stimulate and provide new private investment opportunities.
(3) To improve the visual image of the Project Area.
(4) To improve employment opportunities, economic stability and productivity and to increase public revenues within the Project Area.
(5) To eliminate environmental deficiencies.
(6) To foster the development of a sense of community identity with the Project Area.
(7) To preserve and enhance conditions in residential neighborhoods within the Project Area.
(8) To ensure a variety of commercial, office and/or industrial land uses.
(9) To encourage development of commercial uses along major thoroughfares.
(10) To foster the establishment of landscape buffers between incongruous land uses.
(11) To encourage the use of local resources in the development of the Project Area whenever economically feasible

3.6 Availability of Services and Facilities

Water
Millbrae water is supplied by contract with the San Francisco Public Utilities Commission, which transports water from Hetch Hetchy in the Sierra Nevada Mountains and the San Andreas/Crystal Springs reservoirs in San Mateo County. A little more than half of the water is treated locally at the San Andreas treatment plant at the eastern edge of Millbrae prior to distribution to domestic and business users. The rest comes from Hetch Hetchy. The San Andreas treatment plant's capacity has been recently expanded to 14 million gallons.

The City of Millbrae provides water to all of the City and to Capuchino High School in San Bruno. Millbrae expects future demand for water to increase significantly with development of the Millbrae Station Area Specific Plan. Such proposals must be considered in terms of long-term availability of water, and the sufficiency of the existing water system and supply is being studied as a result of the Specific Plan.

Many of the water mains in the older parts of the City have exceeded their useful life and need to be replaced. These pipelines are more than 50 years old and develop about 20 leaks or breaks per year. The Public Works Department has identified and developed a program to replace water mains that have exceeded their useful life and fire fighting capabilities are being met. **As much as 25% of the City's water system needs replacement in the next 10 years. Long term funding for future replacement has not been fully established.**

Recycled water is used to water US 101 from Millbrae Avenue to San Francisco International Airport. Feasibility studies will explore opportunities to expand the use of recycled water in the City.

Storage capacity east of El Camino and particularly east of U.S. 101 is currently being studied as part of the City's examination of its overall water delivery needs for future improvement.

Wastewater System and Treatment
The City provides sewer services throughout its jurisdiction and for Capuchino High School in San Bruno. Sewage is collected in gravity flow lines, supplemented by lift stations and connected force mains, and is conveyed to the Millbrae Wastewater Treatment Plant, at the Millbrae Avenue/Bayshore Freeway interchange. Treated effluent is discharged into a 39-inch Force Main, which is shared with the City of Burlingame and is pumped to the South San Francisco Treatment Plant for dechlorination and then is pumped to a deep water discharge point in San Francisco Bay **one half mile off** East of Oyster Point. The deep water outfall accommodates treated effluent from South San Francisco, San Bruno, San Francisco Airport, Millbrae and Burlingame.

Capacity at the treatment plant is very limited, and appears to be insufficient to handle projected flows for Millbrae. A "desktop" analysis completed by the City in 1995 indicated a possible residual capacity of approximately 0.25 million gallons/day (MGD) under the Advanced Primary Treatment (APT) process. More in-depth analysis is needed in order to confirm existing capacity; however, it appears that an expansion of the treatment plant will be required in order to accommodate new development in the Millbrae Station Area Specific Plan area and other parts of the City. The City has hired a consultant to conduct a current assessment and determination of existing infrastructure capacity to address this issue.

Many of the City's older sewer lines need replacement. A program is in place to replace older sewer lines. Flow capacity may need to be increased east of El Camino Real in the Millbrae Station Area Specific Plan area. During periods of heavy and prolonged rain the amount of inflow and

infiltration entering the collection system can go beyond the capacity of the Wastewater Treatment Plant and would result in a back-up of the collection system.

Storm Drainage System

Millbrae's storm drainage system collects and channels runoff into the Lomita Creek, Green Hills Creek and Millbrae Creek channels, which carry the storm runoff to the Bay. The system originally was constructed to follow natural creek beds. Millbrae and Burlingame share the El Portal drainage canal and pump station on their common border. Millbrae Creek is substantially improved with a box culvert through the downtown area with discharge to the High Line Canal on the east side of the railroad tracks.

The City's storm drainage system operates effectively during normal rainfall. However, heavy rain combined with high tide is a concern. The San Anselmo/Landing lane area, portions of lower Helen Drive, the north section of Magnolia and El Camino Real and Frontage Road and the Westin/ Clarion Hotel sites are all subject to occasional flooding. General improvements to creeks and large trunk lines will help correct the problem.

The City has hired a consultant to conduct a current assessment and determination of existing infrastructure capacity to address, among other issues, storm water collection. Portions of the storm drain system need to be studied to identify areas of insufficient capacity, including the area covered by the Millbrae Station Area Specific Plan. The storm drain enterprise fund is significantly under-funded and is not postured to generate any meaningful amount of revenue to accomplish needed capital repairs and improvements. As a result, storm drain facility reliability continues to decrease.

Silt and debris in the storm drain system sometimes cause water to back up and flood the surrounding areas. Leaves, branches, household trash, etc., must be removed regularly. The City cleans the storm drains and provides extra street sweeping each autumn. These efforts usually prevent flooding problems on streets with heavy tree growth. However, the first few storms of the season cause concern.

The northern section of the system is controlled by two pumps owned and operated by the Airport. Lomita Canal storm water is transferred to Millbrae's Highline Canal via this pump station.

San Francisco Airport stormwater flows into three open canals in San Bruno. This water travels down a canal parallel to the S.P. Railroad tracks and ties into Lomita Canal behind Landing Lane in Millbrae. This system is a major concern as stormwater from San Bruno and San Francisco Airport combines with stormwater from Millbrae behind Landing Lane causing flooding in the area.

Proper functioning of the Lomita Canal depends heavily on removing tule growth in the canal and the operation of the two pumps San Francisco Airport maintains at the end of this canal. In recent years it has been difficult to get permission from the California Department of Fish and Game to clear the canal of tules due to the presence of the endangered San Francisco Garter Snake.

The U.S. Environmental Protection Agency, under the 1987 Federal Clean Water Act, imposed regulations that mandated local governments to reduce to the maximum extent practicable the amount of pollutants in stormwater discharged from municipal storm drain conveyance systems. California's response was to adopt the Porter-Cologne Water Quality Act which provides for the State Water Resources Control Board and its regional boards to adopt National Pollutant Discharge Elimination System (NPDES) permits and waste discharge requirements for municipal stormwater discharges.

The San Mateo City/County Association of Governments, with the approval of the City of Millbrae, prepared a San Mateo Countywide Stormwater Management Plan, which became the basis for the San Francisco Bay Regional Water Quality Control Board (RWQCB) to approve the San Mateo Countywide NPDES Stormwater Permit CA0029921. The permit must be reissued every five years. The NPDES permit is currently being renewed.

Solid Waste Management

South San Francisco Scavenger Company collects garbage under franchise with the City of Millbrae.

Millbrae's solid waste is processed at a transfer station at Oyster Point in South San Francisco, and from there is transported to a sanitary land fill site at Ox Mountain near Highway 92 in Half Moon Bay. The Ox Mountain site is owned and operated by Browning Ferris Industries (BFI).

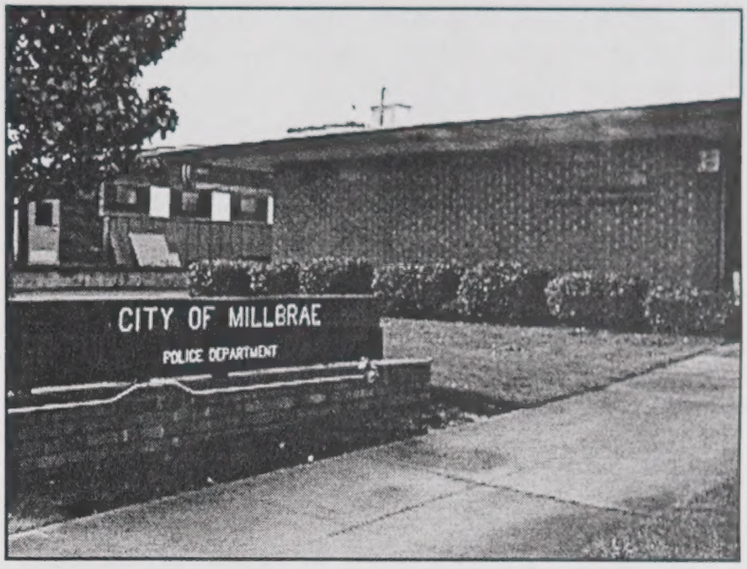
The portion of Ox Mountain called Corinda Los Trancos Canyon is the landfill disposal site for San Mateo County's processed garbage. Since the site has a limited life, other sites and methods for disposal are being investigated. Millbrae residents participate in a curbside recycling program for paper, aluminum, glass, and plastic.

The City also operates a Source Reduction and Recycling (SRR) program, designed to meet state law requiring a 50% reduction of waste to landfills by the year 2000. The City SRR program includes backyard and worm composting, organic gardening, art reuse and waste prevention workshops, school assistance, outreach and education activities technical assistance for businesses, participation in the Bay Area Regional Shop Smart Program and Household hazardous waste collection events. New programs being planned include curbside collection of yardwaste and expanded mixed waste processing.

Fire and Emergency Services

The City of Millbrae Fire Department provides a variety of emergency and safety services: First aid and rescue; protecting life and property from fires, floods, hazardous material spills and other hazards; providing home and business fire prevention inspections; fire protection and safety education at schools and other community centers; fire hazard abatement; and general public assistance. The Fire Department also reviews all building proposals to assure that minimum fire safety standards are met.

The Department staff includes a chief, 3 division chiefs, 6 fire captains, and 15 firefighters at two operating stations within the city: Station 37 on Magnolia Avenue next to City Hall; and Station 38 on Crestview Drive near Skyline Boulevard. The department operates three fire pumper trucks. Under current staffing levels, however, only two engines and one command vehicle can be operated. The third engine is used to replace an out-of-service vehicle.



Millbrae participates in the County Mutual Aid Program which includes all cities within San Mateo County. In addition, Millbrae has verbal agreements with Burlingame to provide and to receive additional assistance when necessary.

Fire insurance protection classification is designated by the Insurances Services Office (ISO) and is the ISO's rating of the City's ability to defend against major fires within its service area. The ratings, which are based on a scale of 1 to 10, reflect considerations related to water supply, communications, staffing, and availability of equipment. A rating of 1 indicates the best fire protection capability, and 10 indicates little or no protection available. The Millbrae Fire Department has an ISO rating of 4.

Police Services

The Millbrae Police Department is comprised of 27 sworn officers. The Police Department maintains one station at the City Hall on Magnolia Avenue, next to the fire station. Under the direction of the Chief of Police, delivery of services is divided into three main divisions - Police Services, Operations, and Administration. These services are enhanced through county-wide inter-agency cooperation to provide crime lab facilities, canine unit support, polygraph examinations, prisoner housing and other related "on-call" services.

Library

Within the Civic Center complex is the Millbrae Library, a 9,680 square-foot building owned by the City and operated by San Mateo County (the City

also participates in a Joint Powers Agreement with the County in providing library services). Within the Library is a large meeting room available for community use. Library and City Hall share a common parking area.

According to American Library Association standards, the Library needs an additional 4,000 square feet of floor area. Additional space could provide needed study cubicles, small conference rooms and larger children's room.

Museum

The Millbrae Historical Museum occupies a site at the southwest portion of the Civic Center, adjacent to Constitution Park. The Museum is owned by the City and leased and operated by the Millbrae Historical Society. All of the furnishings and materials are owned by the Society. The building, the former residence of the San Francisco Water Department Superintendent, was moved to the site where it was renovated.

The Museum has insufficient space to house all of the artifacts collected by the Society. Additional space is needed for storage, workspace and display area. About 2800 square feet is needed for these functions. A two-story building adjacent to the Museum could meet the needs of the Society as well as providing needed meeting rooms for the City government and community needs. This proposed addition is included in the City's Civic Center Plan.

Remodelling of City Facilities

The City has undertaken extensive renovating and remodelling of City Hall, Fire Station 37 and the City Corporation Yard. Under a Civic Center Plan (Constitution Park), the Police Station, Library, a 100-150 person community room and City Council Chambers are currently proposed for remodel.

Schools

There are three school districts providing educational services in Millbrae: San Mateo Union High School District (9-12), Millbrae Elementary School District (K-8), and San Mateo Community College District. There are four elementary (K-5) schools in the city, and one intermediate (6-8) school. High school students attend Capuchino High School, located in San Bruno, which serves Millbrae residents and receives some services from Millbrae, or Mills High School. In addition, one parochial elementary school serves the community.

Table 3-8: School Enrollment

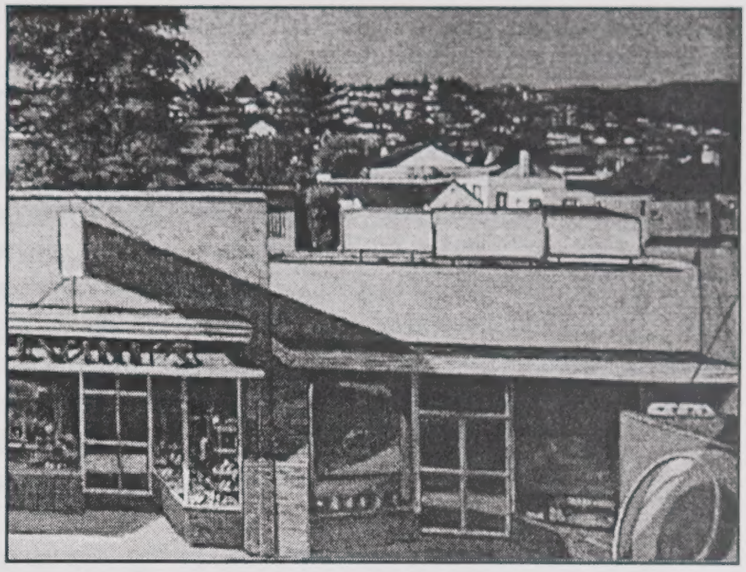
School	1997-98 Enrollment	School Capacity
Green Hills Elementary	385	390
Lomita Park Elementary	320	325
Meadows Elementary	420	660
Spring Valley Elementary	383	410
Taylor Middle School	850	960
Mills High School	1,471	1,447
Capuchino High School	1,137	1,417

Enrollments in Millbrae schools have remained stable during the past five years. It is the General Plan's intent to be flexible in stating permitted uses for closed school sites. Each site and proposed use(s) should be analyzed on its own for compatibility with the surrounding neighborhoods, impacts on streets and services, environmental factors, and the cost/benefit balance to the City and school district. Priorities (such as community benefits, recreational uses, senior citizen needs, etc.) would guide the land use decision.

Cable Television

Millbrae is served by TCI, a private cable television company. Their facilities and services in Millbrae recently were upgraded and are felt to be adequate. TCI also provides a public access channel, Millbrae Community Television, Channel 8. Millbrae Community Television is a non-profit with representation of the City Council on the Board of Directors. The City is committed to funding $60,000/year over the next several years with the overall goal of enhancing local programming and community access. The Parks and Recreation Department also includes MCTV video camera classes as part of its recreation programs.

3.7 Land Use Goals



The Goal-Policy-Implementing Action Structure
The character of Millbrae has been shaped by past land use decisions, and its general pattern of development is now well-established. However, there are still many important decisions ahead. Maturity in the character of a city does not mean that there are no important land use decisions left to be made.

Following are goals and policies that will guide future city actions related to Millbrae's development and redevelopment, including the development of vacant lands and underutilized parcels in the City. These goals respond to the land use planning issues identified in the preceding section, and set forth the City's desires regarding the quality, character and intensity of future development and redevelopment in Millbrae. They also provide a measure for evaluating the potential benefits and impacts of future development actions. Policies establish a recognized community position on a particular issue.

To carry out the goals and policies, implementing programs are also recommended. These are specific actions the City will undertake to put the Land Use Element into practice. The time period envisioned for the goals, policies, and implementation measures is about 20 years—to the year 2015. This time period should include build-out of the City and some redevelopment or change-of-use activities.

Population Density and Development Intensity
Based on analysis of existing development patterns, the land use categories and designations which are set forth here establish standards for population density (for residential uses) and building intensity (for commercial and industrial uses) that are consistent with the existing pattern of development in the City.

Ideally, residential densities are measured as the number of persons per acre. However, since the number of persons in a household fluctuates over time, densities in this plan are established using units per acre as the variable. Units per acre can be translated into persons per acre by applying the average number of persons per household. The 1997 estimate by the California Department of Finance was 2.64 persons per household.

For sites designated for commercial and industrial uses, the general plan must identify the intensity of use allowed. Intensity of use refers to the amount of activity allowed on any specific parcel. For instance, an office park with a significant number of employees is a more intensive use of the land than is a park or recreation area.

One of the most common ways to measure the intensity of commercial and industrial development is through use of Floor Area Ratio (or FAR). FAR is the ratio of the gross floor area of all buildings on a lot to the area of the lot. FAR can be used as a regulatory tool, either alone or in conjunction with other development standards, such as lot coverage and building height, which are included in the Millbrae Municipal Code (zoning). Millbrae uses FAR in implementing Residential Design Review, but does not currently use FAR in its regulatory mechanisms for commercial or industrial projects. Since FAR is useful in establishing a measure of building intensity which can be expected on a parcel designated for commercial or industrial use, the Millbrae Station Area Specific Plan will use FAR to provide standards of building intensity in that area.

Land Use Goals

LU1

Preserve the Quality of Residential Neighborhoods.
Preserve and strengthen the suburban identity and qualities of Millbrae's residential neighborhoods and assure that: (1) all new development, renovation and remodelling are harmoniously designed and operated to integrate with the existing neighborhood, with special attention given to the protection of views from nearby properties; (2) noise, traffic and other conflicts between residential and non-residential land uses are eliminated to the extent possible; (3) higher density residential developments are sited, designed and managed to minimize their impact on existing low density residential areas; and (4) each residential neighborhood has access to a developed park or park-like recreational area within walking distance to most residents, and that park facilities are well maintained, diverse and adequate to meet the needs of residents.

LU2

Promote Proper Site Planning, Architectural Design and Property Maintenance.
Ensure high quality site planning, landscaping and architectural design for all new development, renovation or remodelling and require property maintenance to maintain the long-term health, safety and welfare of the community.

LU3

Maintain a Variety of Land Uses.
Maintain designations for a variety of residential, commercial, light industrial, recreational and public institutional purposes to: (1) protect environmental resources; (2) provide a mix of housing types, densities and tenure; (3) ensure that a variety of commercial and industrial goods, services and employment opportunities are available in Millbrae; and (4) offer a range of recreational and public facilities to meet the needs of Millbrae residents.

LU4

Support Economic Development and Revitalize and Enhance Commercial Areas.
Support economic development activities to strengthen the City's ability to finance City services and pay for needed construction and maintenance of public improvements, offer local employment opportunities for Millbrae residents, thereby reducing inter-city commuting, assure the availability and diversity of resident-serving goods and services, and allow for specialized commercial uses, such as automobile service stations and day care facilities. Assure sustainability of the long-term quality of life in Millbrae by integrating the health of the local economy with environmental integrity and human well being when considering future projects. Improve and enhance the appearance, functionality, and economic vitality of the commercial districts, creating: (1) a high-quality, pedestrian-oriented mixed use district along Broadway; and (2) attractive, auto-oriented commercial districts along El Camino Real and Millbrae Avenue. Encourage a varied mix of business types, and provide incentives through the Redevelopment Agency to stimulate private investment and undertake aesthetic and functional improvements.

LU5

Provide Adequate Services and Facilities.
Ensure that new and existing developments can be adequately served by municipal services and facilities without loss of service to other areas. In particular, ensure that traffic and parking impacts in both residential and commercial areas are minimized to the extent possible.

3.8 Land Use Policies

Goal LU1 — Preserve the Quality of Residential Neighborhoods

LU1.1 **Quality of Millbrae's Residential Neighborhoods.** Assure that all new residential development, renovation or remodelling preserves and strengthens Millbrae's residential neighborhoods by requiring projects to be in keeping with the character of the neighborhood and be harmoniously designed and integrated with the existing neighborhood.

LU1.2 **Residential Densities.** Maintain the character and long-term viability of the City's residential areas by assuring that residential projects are well designed and consistent with site and area resources and constraints. The following guidelines shall provide a starting point for establishing project-specific densities, as shown on the Land Use map:

a. Densities of undeveloped sites should be estimated at the middle of the range, rather than at the high end of the range.

b. The low end of the range will be appropriate for "problem" sites, such as those with restrictive easements, difficult shape or slope, or other physical or infrastructure problems.

c. The high end of the range is achievable under General Plan policies when:
   (i) The site has a Planned Development Zoning designation *and* excellence of design in accordance with prevailing residential densities of adjacent developed areas is achieved.
   (ii) Excellence in architecture and site planning are achieved through creative solutions to building location and/or design, the preservation of views or vistas, the creation of usable open areas for public and/or private enjoyment, the provision of pedestrian/bicycle pathways for links to existing or proposed routes, the preservation of wildlife resources, and the conservation of energy resources (through solar siting, clustering, etc.).
   (iii) Clustering to reduce paving, grading runoff, and changes in vegetation cover is used.
   (iv) Drought-tolerant landscaping is used in a manner that enhances the natural qualities of the site.
   (v) Recreational facilities are provided on-site for the enjoyment of project residents.
   (vi) Traffic, noise, or visual effects of the higher density development would not significantly affect adjacent or nearby residences, or the overall streetscape.
   (vii) Very low, low and moderate income units are included in the project.
   (viii) Projects are transit-oriented.

d. Implement the Residential Design Guidelines to assure proper densities and respect to the rights of adjacent property owners.

LU1.3 **Community Preservation Ordinance.** Administer and enforce the Community Preservation Ordinance to maintain standards in the community.

LU1.4 **Conflicts Between Residential and Non-Residential Uses.** Eliminate, to the greatest extent possible, noise, parking, traffic and other conflicts between residential and non-residential land uses.

Goal LU2 — Promote Proper Site Planning, Architectural Design and Property Maintenance

LU2.1 **Site Planning and Design.** Ensure high quality site planning, architecture and landscape design for all new development, renovation or remodelling.

LU2.2 **Residential Design Guidelines.** Implement the Residential Design Guidelines for all new residential development, renovation, and remodelling projects to preserve the character of the surrounding neighborhood and of the community as a whole. To this end, proposed projects shall strive to achieve the following goals:

a. Ensure provision of light and air to individual residential parcels.
b. Ensure a reasonable level of compatibility in the scale of structures within residential neighborhoods.
c. Maintain spatial relationships between structures and within neighborhoods.
d. Protect the predominantly low intensity setting of the community.
e. Encourage cooperation among neighbors in consideration of the impact of residential second-story additions on the views, solar access and privacy of nearby neighbors.
f. Locate and design structures and landscaping improvements so as to minimize the obstruction of primary views from structures on neighboring properties. Some minor loss of view may be consistent with this policy if necessary to protect a property right.

LU2.3 **Architectural Review Process for Residential Projects.** Require design review of residential projects to ensure compatibility of new residential projects, or property improvements, including room additions, with existing residential property, with the existing character of the neighborhoods in which they are located, and with respect to architectural style, scale, mass, bulk, color, materials, lot coverage and setbacks. Ensure that there is proper noticing of all such projects, and that their are opportunities for applicants to consult with neighbors on design issues and possible solutions. Design review shall also ensure that new residential projects are protected from the impacts of undesirable traffic, noise, or other intrusions when proposed near existing commercial or industrial uses.

LU2.4 **Design and Development Review Process for Commercial and Industrial Projects.** Establish design guidelines for all new commercial and industrial development, renovation, and remodelling projects to enhance the overall character of the City, protect the public from unwarranted nuisances, and create a high-quality aesthetic in the City's commercial districts. To this end, proposed projects shall strive to achieve the following goals:

a. Achieve a high quality design in keeping with Millbrae's suburban character.
b. Assure that the design and scale of the project is appropriate in relation to the neighborhood in which it is located, including exterior colors and materials.
c. Minimize impacts of excessive noise, glare, or hazardous materials.
d. Screen unsightly uses, including trash and loading dock areas, roof top equipment, and ventilating systems.
e. Incorporate setbacks, open space, and landscaping (including maintenance) into project design.

LU2.5 **Historic Preservation.** Identify and protect sites and structures of architectural, historical, archaeological, and cultural significance, including significant trees and other plant materials. Require new development in historic areas to complement the character of nearby historic structures.

LU2.6 **Code Enforcement and Property Maintenance.** Preserve the quality of the environment and of the community in-general through active implementation of the Community Preservation

Ordinance, code enforcement and property maintenance programs. Strive to encourage voluntary compliance through face-to-face, personal interaction in the code enforcement process.

LU2.7 **Civic Beautification and Public Art.** Establish a continuing program of civic beautification, gateway or entryway enhancement tree planting, commercial area enhancement, maintenance of homes and streets, public art and other measures which will promote an aesthetically desirable environment and attractive neighborhood and commercial areas. Formalize the process for the acceptance, review and placement of public art.

LU2.8 **Planning and Zoning Regulations.** Update and maintain the currency of the Planning and Zoning Regulations, including the sign, wireless components, walls, fences and hedges ordinances.

Goal LU3 — Maintain a Variety of Land Uses

LU3.1 **Variety of Land Uses.** Maintain the City's existing general pattern of land use, ensuring a variety of land use designations to provide for the community's residential, commercial, light industrial, recreational, open space, and public needs. Designate uses for undeveloped lands and consider redesignation of existing uses in accordance with the goals and policies set forth in this General Plan and in light of the City's needs, environmental conditions and changes in surrounding land uses.

LU3.2 **Land Use Plan Map.** Maintain a Land Use Plan map as a complement to the policy text of the General Plan, to show the intended spatial application of the Plan's written policies. The land use designations on the General Plan Land Use map may be subject to change at the initiation of a land owner or the City, depending on City needs, environmental conditions, and changes in surrounding land uses. The adopted Land Use Plan and any Land Use Plan amendments will comprise the Millbrae Land Use Plan map.

LU3.3 **Land Use Designations.** Define land use categories which appear on the Land Use Map. These categories are broad and are intended to indicate the general type of activity which may occur on a site. Specific standards for development, such as height, setbacks and lot coverage, are established by the zoning provisions of the Municipal Code.

Residential

a. Very Low Density Residential allows for single family residential development at a density of up to four (4) units per acre. Parks and playgrounds could be allowed as conditional uses, as well as schools, child care centers and churches.

b. Low Density Residential allows for single family residential development at a density of up to eight (8) units per acre, usually associated with single family residences. Uses related to residential uses, such as schools, churches, and child care centers may be permitted.

c. Medium Density Residential allows for duplex and triplex residential development at a density of up to seventeen (17) units per acre. Conditional uses would include apartment buildings consistent with the density and neighborhood character. Related uses such as churches, schools, child care centers, and tot lots may be permitted.

d. High Density Residential allows for residential development at a density of up to eighty (80) units per acre. This density is usually associated with multi-family structures (apartments and condominiums) of forty units per acres but the highest density is associated with buildings up to six stories. Other uses include rooming and boarding houses, sanitariums, and rest homes. Professional offices could be allowed as a conditional use. Uses related to residential uses such as schools, churches, child care centers and tot lots may be permitted.

Commercial

e. General Commercial includes the full range of retail commercial uses including apparel and accessory stores, food stores, banks, personal and professional services, hospitals, offices, furniture stores, restaurants, wholesale-retail trade, and auto-related uses. Apartments and outdoor sales are allowed as Conditional Uses.

f. Industrial and Utility areas may be used for commercial uses and a wide range of industrial, manufacturing, warehousing and automotive uses. This designation also includes facilities owned and/or operated by public utilities to serve the public with electricity, gas, water and communications.

Millbrae Station Area Specific Plan Area

g. The Millbrae Station Area is designated as a Special Land Use Policy Area (see Policy LU3.5). The range of allowable land use types, building intensity and other standards are contained in the Millbrae Station Area Specific Plan.

Park and Open Space

h. Park/open space areas are intended to provide recreational uses and open space for the general community. Public lands and private lands, designated for open space or recreational uses, are included.

Public Facilities

i. The Public Facilities land use designation is reserved for uses which are public serving in nature, including City offices, schools, community centers, fire and police facilities.

Transportation Right-of-Way

j. The Transportation Right-of-Way land use designation includes public and private right-of-way for transportation use, such as streets and alleys. The designation includes CalTrans right-of-way, railroad corridors and other mass transit right-of-way (such as for BART).

LU3.4 **General Plan Land Uses and the Planning and Zoning Regulations.** Require that all proposed projects be consistent with the General Plan and other applicable development standards established by the City's Planning and Zoning Regulations.

LU3.5 **Special Land Use Policy Areas.** Establish Special Land Use Policy Areas where more specific policies should apply and implement the Downtown "Action Agenda". These areas are shown on Map 3-4 and include the following:

Millbrae Station Area

a. Capitalize on the opportunity presented by construction of the new Millbrae BART/CalTrain intermodal station to enhance the City's economic development and implement the Millbrae Station Area Specific Plan.

b. Development surrounding the station should be of an appropriate intensity to promote the creation of a transit-oriented district, to reinforce transit ridership, and to create a vibrant activity center and gateway to the City.

c. The types of uses and the treatment of development within the station area should promote an active, safe and interesting pedestrian and vehicular environment during the day and evening hours.

d. New development within the station area should complement and reinforce adjacent areas such as the Downtown to create a cohesive and seamless urban fabric served by major urban transportation systems.

e. Within these parameters, development regulations should provide sufficient flexibility to respond to changing market conditions, and to promote the create of a mixed-use district.

f. Programs should be developed to maximize off-street parking within the Station area including provision of public parking, enforcement, curb painting, and signage, among others.

Millbrae Square Area

a. Maintain and enhance Millbrae Square as a major commercial node in Millbrae.

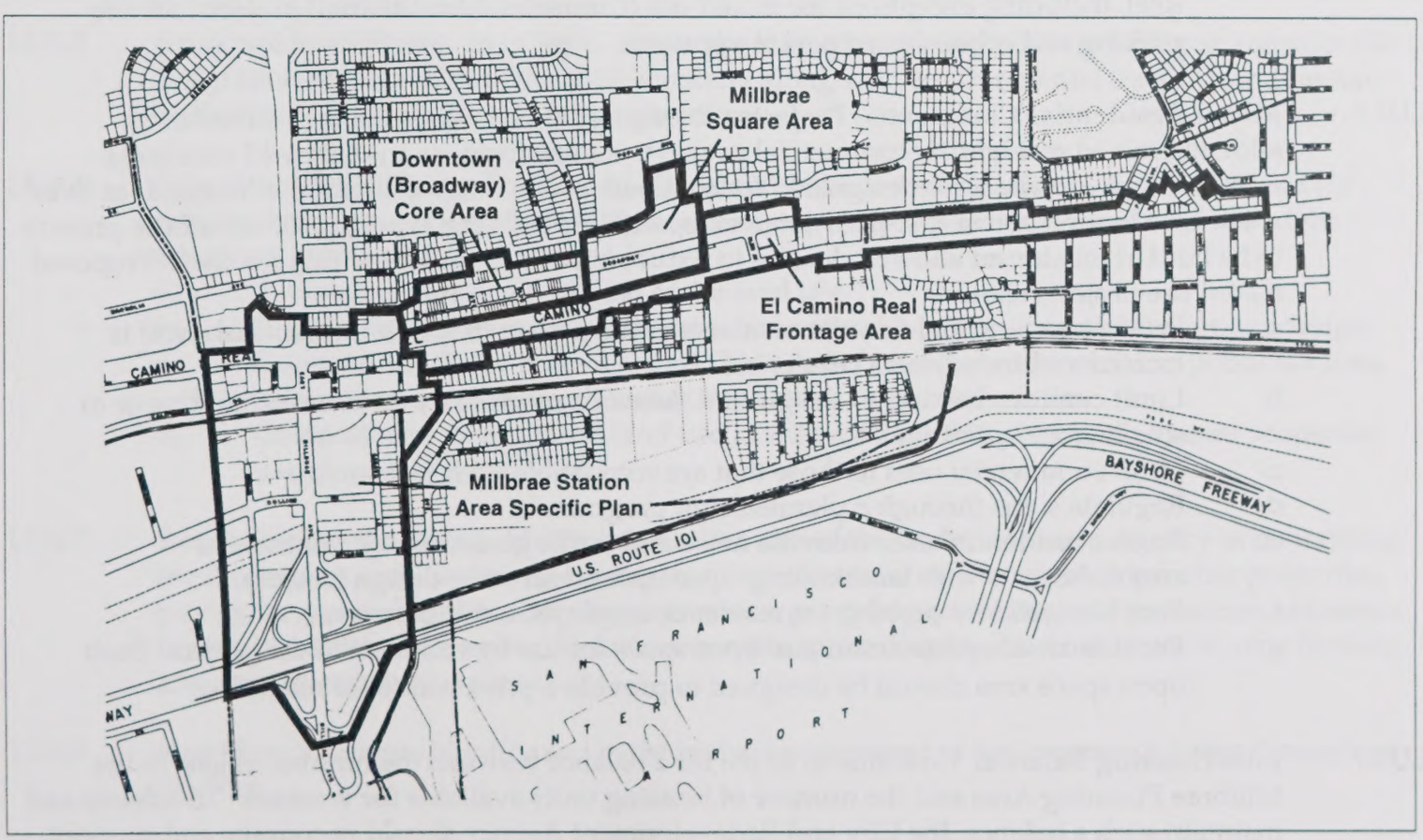
b. Provide adequate parking at Millbrae Square.

Downtown (Broadway) Core Area

a. Improve and enhance the appearance, functionality, and economic vitality of the Downtown commercial district (the area bounded by Magnolia, Meadow Glen, El Camino and Victoria) as a pedestrian-oriented, community focal point.

Map 3-3

Millbrae Special Land Use Policy Areas



b. Use the tools available to the Redevelopment Agency to fund improvements and spur private investment.
c. Provide flexibility in use controls and development standards to encourage a diversity of uses, including general and specialty retail, entertainment, restaurants and cafes, offices, and mixed-use residential developments.
d. Encourage infill development and the development of strategic activity centers.
e. Implement the design recommendations of City approved studies and programs.
f. Continue to implement the Storefront Improvement Program providing architectural and grant assistance to building and business owners.
g. Provide additional parking by exploring all opportunities for the provision of increased public parking Downtown to enhance the commercial base.
h. Adopt and implement the Commercial Design Guidelines to create a consistently high quality development standard for these areas, with guidelines for architectural style, scale, mass, bulk, color, materials, signage, and landscaping.

El Camino Real Frontage Area

a. Improve and enhance the appearance, functionality, and economic vitality of the El Camino Real and Millbrae Avenue districts as automobile-oriented commercial areas.
b. Enhance the visual appearance of these areas through tree planting and other landscaping.
c. Adopt and implement the Commercial Design Guidelines to create a consistently high quality development standard for these areas, with guidelines for architectural style, scale, mass, bulk, color, materials, signage, and landscaping.
d. Encourage a variety of retail, restaurant and office uses.
e. Limit fast food restaurants along El Camino Real and in the Downtown Core and restrict drive-throughs.
f. Develop exceptions criteria for parking requirements for properties along El Camino Real, including exceptions for mixed use (commercial/residential) projects, off-site parking and other shared parking options.

LU3.6 **Mixed Residential/Commercial Projects.** Encourage affordable housing production by allowing mixed residential/commercial projects. As appropriate, the City will encourage mixed use projects in areas designated for commercial use, with residential, office and/or live/work uses located above first-floor retail uses, with the residential portion of mixed use projects to be built at maximum allowed density to reduce trips to, from and within the City. Proposed mixed use projects should:

a. Provide commercial uses for residents of the project in which the establishment is located and for adjacent residences.
b. Limit commercial uses to the ground floor of a multi-story residential building or to single-story buildings.
c. Limit commercial uses to those that are compatible with residential.
d. Regulate signs through a planned sign program.
e. Protect residential uses from the noise and traffic generated by commercial establishments with landscaping, open space, and other design features.
f. Provide sufficient parking for residents, employees, and customers.
g. Provide an adequate amount of open space for use by residents of the project. Such open space area should be designed to provide a private area for residents.

LU3.7 **Jobs/Housing Balance.** Continue to strive for a balance between the number of jobs in the Millbrae Planning Area and the number of housing units available for workers. To achieve and maintain such a balance, the City and Redevelopment Agency should encourage and support,

through policies and programs, mixed use projects which provide both housing and employment opportunities, and the development of affordable housing. The City should work with City and County Association of Governments of San Mateo County (C/CAG) and other regional authorities in the development of jobs and housing opportunities.

Goal LU4 — Support Economic Development and Revitalize and Enhance Commercial Areas

LU4.1 **Commercial and Industrial Land Use Needs.** Provide sufficient land for commercial and industrial uses to allow for development that provides basic goods and services to Millbrae residents and surrounding regional economic activities such as the San Francisco International Airport, and .

LU4.2 **Economic Development Needs.** Provide for economic development which: (1) maintains the City's ability to finance services, and the construction and maintenance of public improvements; (2) offers local employment opportunities for Millbrae residents to reduce inter-city commuting; and (3) assures the availability and diversity of resident-serving goods and services.

LU4.3 **Investment, Rehabilitation, and Reuse in Older, Deteriorating Areas.** Encourage new development, rehabilitation, and, where appropriate, changes in land use to improve and enhance older, deteriorating areas where existing uses are no longer viable and/or where private investment is lacking due to underuse, inadequate infrastructure, blight conditions, or other obstacles.

LU4.4 **Specialized Commercial Uses.** Provide sufficient and appropriately sited land for specialized commercial facilities which are needed by City residents, including automobile service stations and day care facilities.

LU4.5 **Sustainable Millbrae.** In order to assure the long-term quality of life in Millbrae, consider the integration of the health of the local economy along with environmental integrity and human well being when considering future projects.

LU4.6 **City-Owned and Controlled Lands.** Consider the exchange or sale of City-owned land for private development if such development can meet City needs based on at least one of the following criteria:

a. Revenue generating potential of the land use.
b. Preservation of open space or important natural habitats as part of the project design.
c. Extent to which the project fulfills City needs for unmet commercial or public services, low or moderate income housing, recreation, or public facilities.
d. Compatibility of proposed land use(s) with existing and proposed adjacent properties use(s).

LU4.7 **Redevelopment Agency.** Maintain an active role of the Redevelopment Agency in revitalizing the downtown area, including land assemblage, financial assistance for improving properties, paying for public beautification improvements, providing marketing and promotion assistance for retail activities, protecting historic properties, providing low and moderate income housing, and implementation of plans.

LU4.8 **Key Sites Strategy.** Identify and assist in the development of key commercial sites throughout the City.

LU4.9 **Millbrae Station Area Specific Plan.** Assist as appropriate in the development of lands within the Millbrae Station Area.

LU4.10 **Diversity of Businesses.** Attempt to encourage the diversity of uses through control of like-type businesses.

Goal LU5 – Provide Adequate Services and Facilities

LU5.1 **Adequacy of Public Infrastructure and Services.** Ensure that new and existing developments can be adequately served by municipal services and facilities in accordance with City standards. New projects which require construction or expansion of public improvements shall pay their fair share of the costs necessary to improve or expand infrastructure to serve them, including street improvements, parks, water storage tanks, sewer and water service, and other public services.

LU5.2 **Millbrae Library.** Retain and enhance the high quality library service at the Millbrae Library and cooperatively explore with the County ways to improve service, including potential expansion and remodel of the library to meet community needs and ensure continued quality service in the future, including continued participation in the Joint Powers Agreement with the County to provide library services.

LU5.3 **Child and Senior Day Care Facilities.** Promote the provision of child and senior care facilities to meet the needs of working parents and adult children with senior parents in need of care. In accordance with State Law, the City shall continue to allow child day care centers for up to six pre-school children as a permitted use in any residential area. Child day care centers for over six pre-school children and day care centers for school-age children or seniors may be allowed as conditional uses in residential zones.

LU5.4 **Capital Improvement Program (CIP).** Continue to maintain a multi-year Capital Improvement Program (CIP) supporting policies in the General Plan to maintain, improve or expand City-wide facilities and infrastructure.

LU5.5 **Adequate Utility Infrastructure.** Provide safe, reliable, and adequate utility infrastructure to meet the City's new and existing needs and to comply with applicable state, regional, and federal regulations, including: (1) water supply for existing and new normal and emergency needs; (2) sanitary sewer collection; (3) wastewater treatment and disposal; and (4) storm water collection as necessary to provide adequate drainage and flood protection during periods of high rain and high tides.

LU5.6 **Recycled Water.** Consider the use of high quality recycled water for parks and private landscaping uses.

LU5.7 **Water Conservation Techniques.** Promote the use of low-water-use and fire suppression landscaping and other water conservation measures.

LU5.8 **Civic Center (Constitution Park).** Maintain the Civic Center (Constitution Park) as a governmental center and continue to implement improvements to renovate the Civic Center.

LU5.9 **Millbrae Community Television.** Continue to support and fund Millbrae Community Television to enhance local programming and community access.

LU5.10 **Storm Water National Pollutant Discharge Elimination System (NPDES).** In coordination with the San Mateo City and County Association of Governments, continue to implement measures consistent with the San Mateo Countywide NPDES Stormwater Permit.

LU5.11 **Integrated Waste Management.** Continue to manage the existing contract with South San Francisco City Scavengers to provide quality and cost effective solid waste removal throughout the City. Continue working to develop and implement an integrated waste management plan to meet the requirements of the California Integrated waste Management Act (AB 939). Reduce the waste stream as required by State law.

LU5.12 **Spur Property.** Protect the Spur property from further development and enhance its function as a community-wide open space amenity by designating it as a linear open space and providing improvements to encourage appropriate recreational uses.

LU5.13 **City Facilities.** Continue to maintain adequate facilities for the Police, Fire, Parks and Recreation, Public Works, and Administrative needs of the City.

LU5.14 **Recreational Facilities.** Assess the need for and construct new recreational facilities as required in the City.

LU5.15 **Electrical, Gas and Telecommunications Services.** In coordination with service providers, assure the provision of adequate electrical, gas and telecommunications services throughout the City, and incorporate energy-conserving devices in new development to reduce energy consumption.

LU5.16 **Coordination with School Districts.** Coordinate with the Millbrae Elementary School District and the San Mateo Union High School District in planning for adequate public school facilities.

3.9 Land Use Implementing Programs

Goal LU1 — Preserve the Quality of Residential Neighborhoods

LUIP-1 **Civic Beautification Program.** Adopt a Civic Beautification Program that would: (a) Establish a program for installing trees along major arterials, in commercial districts, and at major entrances into the City; (b) provide funds for storefront/facade improvement program to assist merchants by providing financial incentives and design assistance to enhance the City's primary commercial districts (Downtown/Broadway, El Camino Real, and Millbrae Avenue); (c) provide environmentally sensitive improvements to parks and other infrastructure; (d) provide street banners and other aesthetic improvements; and (e) public art.

LUIP-2 **Neighborhood Volunteers.** Encourage programs funded and organized by neighborhood volunteers to improve the City's neighborhoods. Programs could include Neighborhood Watch Groups, Adopt a Park, tree planting, spring clean-up, creek clean-up, anti-graffiti, neighborhood disaster preparedness teams and others.

LUIP-3 **Neighborhood Mediation.** Continue to work with a professional mediation service to resolve neighbor versus neighbor disputes in a fair and equitable way.

Goal LU2 — Promote Proper Site Planning, Architectural Design and Property Maintenance

LUIP-4 **Residential Design Guidelines and Review Process.** Update, as necessary, and administer Residential Design Guidelines to protect the character and quality of Millbrae's residential neighborhoods, addressing building design issues with respect to architectural style, scale, mass, bulk, color, materials, privacy, views and solar access. Implement Design Review Procedures for the review of all new residential projects and residential property improvements to ensure that the Residential Design Guidelines are properly and fairly enforced. Continue to provide adequate and timely information and guidance on the Design Guidelines and Review Process are given to all project applicants; and that proper and timely noticing of all projects is provided to nearby and affected property owners, incorporating opportunities for applicants to consult with neighbors on design issues and possible solutions.

LUIP-5 **Commercial and Industrial Development Guidelines and Review Process.** Establish and enforce Commercial and Industrial Development Guidelines to protect and enhance the suburban character and high quality of Millbrae's neighborhoods and commercial districts. This would include the following:

a. Address site and building design issues with respect to compatibility with adjacent and nearby uses, including intensity; access and internal circulation; view protection; visual characteristics (architectural style, scale, mass, bulk, color, materials, landscaping and visual screening of equipment); and nuisances and hazards (noise, odors, fire, vibrations, smoke, waste discharge, and nighttime lighting).

b. Define and implement Development Review Procedures for the review of all commercial and industrial projects and property improvements to ensure that the Development Guidelines are properly and fairly enforced.

c. Ensure that adequate and timely information and guidance on the Development Guidelines and Review Process are given to all project applicants; and that proper and

timely noticing of all projects is provided to nearby and affected property owners, incorporating opportunities for applicants to consult with neighbors on development issues and possible solutions.

d. Address Unreinforced Masonry Building (UMB) safety.

LUIP-6 **Grading and Subdivision Ordinances.** Review Grading and Subdivision Ordinances to ensure they are consistent with the Planning and Zoning Regulations and General Plan.

LUIP-7 **Historic Preservation Ordinance.** Consider preparing and adopting an Historic Preservation Ordinance to protect historic resources and to ensure that new buildings and remodelling of existing buildings are compatible with City goals for preserving the City's historic resources. The City should also examine financial assistance options for eligible historic properties. The ordinance would:

a. Establish standards for determining the historic value of potentially historic properties.
b. Define historic areas where new development will be required to complement the character of the surrounding historic structures.
c. Establish historic design guidelines that could be used to allow the adaptive re-use of historic buildings and facade improvements, and include guidelines and standards covering specific historical and architectural features, materials, colors, etc. for all new construction.
d. Address Unreinforced Masonry Building safety.
e. Establish exceptions from parking, lot coverage and setback requirements for historic buildings .

LUIP-8 **Code Enforcement/Community Preservation Program.** Continue the City's Community Preservation program to ensure that private properties are maintained in accordance with community standards and the Municipal Code. Enforcement will include periodic spot checks of property throughout the City and investigation of proper complaints, property maintenance and maintenance complaints. Property maintenance standards are intended to maintain the quality of existing homes, businesses and neighborhoods, and include weed abatement, painting/staining of buildings, trash and debris removal from yards, planting and maintenance of landscaping, and general compliance with appropriate codes.

LUIP-9 **Undergrounding of Utilities.** To the extent funds are available, continue to underground utilities on a priority basis.

LUIP-10 **Railroad Station House.** Consider and support appropriate community or economic uses of the Station House and continue to support its historic importance in its existing location.

Goal LU3 — Maintain a Variety of Land Uses

LUIP-11 **General Plan Land Uses.** Evaluate General Plan land use designations and General Plan programs annually to ensure they are consistent with the City's overall goals and review the entire General Plan within five years.

LUIP-12 **Millbrae Municipal Code.** Update the Millbrae Planning and Zoning Regulations and Residential Design Guidelines to be consistent with the General Plan in a timely manner after General Plan adoption.

LUIP-13 **Spur Property Improvements and Maintenance.** Develop a master plan to protect the Spur property as a linear open space and provide improvements and maintenance to enhance its use as a recreational amenity for City residents.

LUIP-14 **C-1-H Zoning.** Consider removing the C-1-H zoning district from the Municipal Code and rezoning properties currently zoned C-1-H to C-1 (Central Business).

Goal LU4 — Support Economic Development and Revitalize and Enhance Commercial Areas

LUIP-15 **Economic Development Program.** Work with the local business community to identify economic development strategies that can be undertaken by the City to support local business development and retention. Potential program activities include the development and dissemination of promotional literature; research and publication of local market and trade information; surveys of local businesses to identify issues and opportunities; or incentives for businesses to locate and/or stay in Millbrae. Special emphasis should be given to efforts which target economic development in the City's Downtown commercial district. Implement the Redevelopment Plan, the Commercial Revitalization Strategy and the America Downtown Action Agenda.

LUIP-16 **Millbrae Redevelopment Agency.** Provide funding for local improvements, commercial development and affordable housing within the Redevelopment Project Area through the unique powers of the Redevelopment Agency, and as projected in the Redevelopment Agency Capital Improvement Program (CIP), with special attention to improvements in the Downtown (Broadway) commercial core.

LUIP-17 **Downtown Redevelopment.** Pursue implementation of the recommendations set forth in the America Downtown Action Plan.

LUIP-18 **Commercial Improvement Districts.** Define the El Camino Real and Millbrae Avenue commercial districts as Special Improvement Districts. Establish special design guidelines for each district to ensure consistently high quality development, implementing those guidelines in the Development Review Process, and target the City's civic beautification efforts and economic development activities towards the enhancement and improvement of these districts (in addition to the Downtown Redevelopment Area). Implement the Commercial Revitalization Strategy.

LUIP-19 **Mixed Use Incentives and Guidelines.** Establish an incentives program to encourage mixed use development in designated areas of the City. Potential incentives might include density bonuses for the provision of affordable housing; some flexibility in the City's design and development guidelines; or fee reductions for qualified properties. Additional guidelines should also be developed to ensure that mixed use developments meet the City's design and development goals, thereby enhancing the character and quality of the City's neighborhoods while not sacrificing excellence in design. Areas where mixed use development incentives and guidelines apply should be designated as part of the Land Use Plan Map.

Goal LU5 – Provide Adequate Services and Facilities

LUIP-20 **Millbrae Library Expansion Program.** In cooperation with the County, explore strategies and opportunities for funding and undertaking an expansion of the library facility, incorporating new study cubicles, small conference rooms, and a larger children's room.

LUIP-21 **Capital Improvement Program (CIP).** Continue to maintain a seven-year Capital Improvement Program (CIP) which supports policies in the General Plan to maintain, improve or expand City-wide facilities and infrastructure and economic development activities.

LUIP-22 **Revenue Generation Study and Impact Fee Review.** Review the City's current and potential revenue sources to identify potential strategies for generating the revenues which will be needed to fund the City's capital improvements program and ongoing service provision. In particular, review the City's impact fee structure and rates to ensure that new projects which require construction or expansion of public improvements shall pay their fair share of the costs necessary to improve or expand infrastructure to serve them.

LUIP-23 **Assessment and Determination of Existing Utility Infrastructure Capacity.** Complete the study of existing utility infrastructure for water distribution, sanitary sewer collection, wastewater treatment and disposal, and storm water collection, including the following steps: Assess existing system; develop design criteria; consider projected new loads from planned redevelopment; define required improvements; and, prioritize improvements.

LUIP-24 **Utility Infrastructure Improvements.** Implement utility improvements for water distribution, sanitary sewer collection, wastewater treatment and disposal, use of recycled water, and storm water collection.

LUIP-25 **Civic Center Improvements.** Continue to implement improvements to the Civic Center (Constitution Park), including consideration of upgrading the following facilities:

a. Police Station.
b. Library.
c. Provision of 100-150 person community room.
d. City Council Chambers.
e. Reconfiguring and reconstructing the upper parking lot.

LUIP-26 **National Pollutant Discharge Elimination System (NPDES).** Coordinate with the San Mateo City and County Association of Governments, as necessary, to maintain an adequate San Mateo Countywide Stormwater Management Plan and NPDES Stormwater Permit, and continue to implement measures as needed.

LUIP-27 **Storm Drainage Maintenance Program.** Continue the City's program of regular maintenance to remove silt and debris from the storm drain system.

LUIP-28 **Source Reduction and Recycling (SRR) Program.** Continue to implement the City's Source Reduction and Recycling (SRR) program, which is designed to meet state law requiring a 50% reduction of waste to landfills by the year 2000.

LUIP-29 **Environmentally Sensitive and Hazardous Areas.** Prepare an integrated map identifying environmentally sensitive areas and generalized locations and boundaries of all geotechnical and safety hazard zones in the City, including faults, slide areas, flood plains, and high noise areas, among others. Require all proposed developments within such areas to prepare schematic site plans showing the exact locations of natural resources and hazard constraints, potential access points, and developable areas within each site.

LUIP-30 **Inter-Agency Monitoring and Coordination.** Monitor proposed development in nearby cities, the County and other regional agencies, including the San Francisco International Airport, to ensure that proper infrastructure and site mitigation are included to minimize impacts on Millbrae.

LUIP-31 **Child Care Needs.** Initiate a city-wide assessment of child care needs and alternatives and develop city-wide policies for child care services.

- Very Low Density Residential
- Low Density Residential
- Medium Density Residential
- Higher Density Residential
- Park and Open Space
- General Commercial
- Public Facilities
- Industrial and Utility

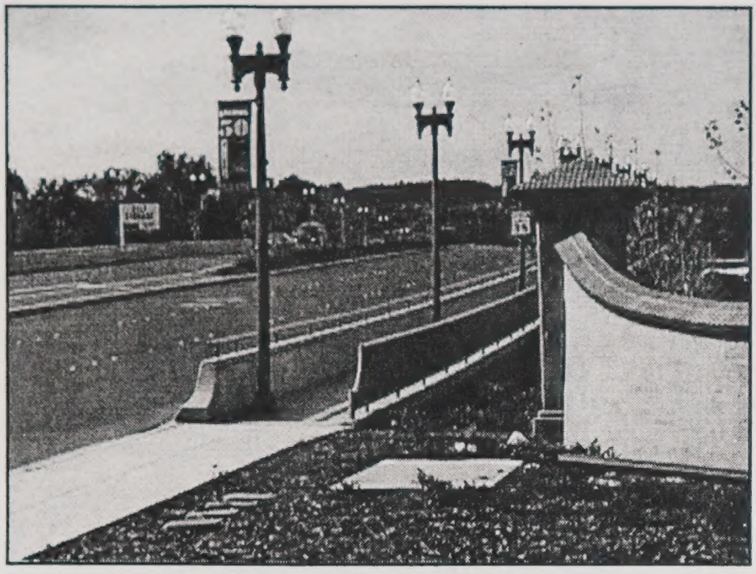
Note: This map has been prepared for General Planning usage. The City of Millbrae is not responsible nor liable for use of this map beyond its intended purpose. For any specific parcel information, contact the City of Millbrae Community Development Department.

Map 3-4

Land Use Plan

Chapter 4

Circulation Element



Circulation Element

4.1 Introduction

The Circulation Element is an update of the adopted 1973 Millbrae Street and Highway Plan. The Element identifies current traffic, circulation, and parking issues, presents current traffic counts for City arterials and adjoining freeways, and discusses relevant regional transportation plans. Recommended policies and implementing actions address current and anticipated needs.

Long range land use and transportation plans for the City of Millbrae are closely linked. One cannot be significantly modified without considering its affect on the other. The main purpose is to ensure that City policies provide for a transportation system which is adequate to serve the traffic projected to be generated by existing and projected land uses during the process.

4.2 Circulation Element Requirements

A Circulation Element has been required as part of local general plans since 1955. Below is a citation from Section 65302(b) of the Government Code summarizing the intent and requirements for Circulation Elements:

> *"A circulation element consisting of the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, and other local public utilities and facilities, all correlated with the land use element of the plan."*

Table 4-1: Summary of Key Circulation Element Issues

Rather than focusing on only one solution to the problem of assuring an adequate transportation system, this plan focuses on several interrelated solutions:

Improve the Entire Transportation System

(1) Providing new, and improving existing, infrastructure to increase the capacity and efficiency of streets and intersections.
(2) Increasing transit opportunities through Transportation Demand Management (TDM).
(3) Reducing single passenger trips through Transportation Systems Management (TSM) techniques such as vanpooling and carpooling.
(4) Increasing bicycle and pedestrian opportunities.

Link Transportation with Land Use Planning

(1) Encourage mixed use projects, which can reduce automobile trips and increase transit use by providing housing, shopping and working opportunities within close proximity of one another and with transit.
(2) Strive to increase and maintain a balance between jobs and housing in the City in order to provide adequate opportunities for Millbrae residents to work here.
(3) Allow increased project densities when traffic does not decrease acceptable Traffic Level of Service standards as defined in the Millbrae General Plan (see Table 4-3).

Guidelines adopted by the State Office of Planning and Research emphasize the need to develop a ". . . balanced, multimodal transportation system." Cost-efficiency and protection of environmental quality require attention to non-auto transportation facilities and careful coordination with the Land Use Element. In essence, the functions of the Circulation Element are to:

(1) Provide a comprehensive set of goals, policies and programs to handle the travel needs of the general public, commercial vehicles, service and emergency vehicles in City of Millbrae.

(2) Express community objectives for the desired level of mobility, willingness to pay for mobility and priorities for allocation of public resources among competing transportation demands.

(3) Address specific problems, such as congestion, maintenance and repair of public streets, emergency vehicle access, traffic impacts on neighborhoods, and integration of transit systems into the community.

4.3 Overview of the Circulation System

Regional

The San Francisco Peninsula travel corridor extends from San Francisco in the north to San Jose in the south and includes the narrow band of intensively developed urban areas on the Bay side of the San Francisco Peninsula. Two major freeways, U.S. 101 and Interstate 280, and State Route 82 (El Camino Real) are the major north-south roadways serving Millbrae and San Mateo County. SamTrans provides bus service in the State Route 82 corridor and CalTrain operated by the Peninsula Corridor Joint Powers Board (PCJPB) provides train service paralleling State Route 82. San Francisco International Airport is the largest employer in the County. It is located east of Millbrae and U.S. 101 and generates significant commute work trips as well as passenger and freight serving traffic.

In 1988, San Mateo County voters passed two major measures relating to transportation. The first provided for the extension of BART from its terminal in Colma to the vicinity of the Airport. The second measure increased sales tax in the County one-half cent. This amount provides County funds for a variety of improvements. Millbrae receives about $150,000 per year from this source for local street maintenance and improvements. Major funding for the Millbrae Avenue grade separation was provided also.

Local

Millbrae's traffic circulation system consists of a network of arterials, collectors and local access streets, connecting to U.S. 101 and Interstate 280 at the City's eastern and western borders. Traffic moves fairly well on Millbrae streets, except at peak commute hours at certain intersections. Millbrae Avenue at El Camino Real, where nearly all commute traffic focuses, is the City's most congested intersection.

Circulation issues in Millbrae include the need to provide relief to the Millbrae Avenue-El Camino Real and the Rollins Road-Millbrae Avenue intersections. Both of these intersections are being studied as part of the Millbrae Station Area Specific Plan. Most circulation issues are specific to the Millbrae Station Area Specific Plan and relate to the manner in which the BART/CalTrain Station and surrounding land uses effect Millbrae.

Other issues include the use of local streets to provide east-west commuter connections through the City, inadequate parking in some commercial and residential areas; and traffic generated by intensified land uses.

Table 4-2: Definitions of Other Key Traffic Circulation Terms

(1) **Daily Traffic Volumes:** Traffic volumes are measured in terms of Average Daily Traffic (ADT) and peak period volumes. ADT's are the total number of cars passing over a fixed point on a road in an average 24-hour period. Peak period traffic is the total number of cars passing over a fixed point on a road during the busiest hours of the morning or afternoon, typically 7:00 to 9:00 a.m. and 4:00 to 6:00 p.m. Existing and projected traffic volumes are shown in the maps at the end of the Circulation Background section.

(2) **Level of Service:** The relative congestion of roadways and intersections is measured by dividing the peak period traffic volume by the capacity of the roadway segment or intersection. The resulting ratios, called Volume to Capacity or V/C ratios, range from 0 to greater than 1.00. These V/C ratios are classified into six levels of service (LOS). In brief, LOS ranks the quality of the roadway and intersection operations based on a scale of A through F, from best to worst.

(3) **Roadway Capacity.** When the V/C ratio of an intersection reaches 1.00, the intersection is "at capacity" and is described as operating at level of service E. When the V/C ratio exceeds 1.00, the intersection is then said to be operating at LOS F, and the capacity of the intersection has been exceeded (see Table 4-3).

Roadway capacity, and thus LOS, is influenced by a number of factors: presence of on-street parking, traffic signals, number and frequency of side streets or driveways, pedestrian activity, left-turn pockets, and driver familiarity with the area. The more of these "friction factors" are present, the more the capacity of the roadway is reduced.

Table 4-3: Definition of Traffic Level of Service Terms

Level of Service	*V/C Ratio*	*Delay*	*Description*
A	Less than 0.60	No vehicles wait longer than one red indication. Average delay 0-16 seconds.	Free Flow - turning movements are easily made in a single signal cycle.
B	0.61-0.70	The number of vehicles waiting through one red indication is increased. Average delay 16-22 seconds.	Stable Flow - many drivers begin to feel somewhat restricted.
C	0.71-0.80	Occasionally vehicles may have to wait through more than one red indication. Average delay 22-28 seconds.	Stable Flow - backups may develop behind turning vehicles. Light congestion.
D	0.81-0.90	Delays may be substantial during short periods, but excessive backups do not occur. Average delay 28-35 seconds.	Approaching Unstable Flow - significant congestion on critical approaches. Car may have to wait for more than one cycle.
E	0.91-1.00	Delay may be great -- up to several signal cycles. Average delay 35-40 seconds.	Unstable Flow - Long queues develop upstream of the intersection.
F	Over 1.00	Excessive delay. Average delay over 60 seconds.	Forced Flow - jammed conditions. Backups from other locations may restrict or prevent movement of vehicles at the intersection under consideration.

4.4 Circulation System Conditions

The City of Millbrae street system consists of a hierarchy of streets serving different functions. The roadway classification system takes into account the type of trip being made and the roadway's relationship to the land uses it is serving. Pavement width, sight distance and travel speed generally increase as one moves from local streets to arterials.

The following is an inventory of the local transportation system in Millbrae (which is also shown on Map 4.1). Table 4.4 provides definitions of the Millbrae street classification system.

U.S. 101 and Interstate 280

Freeways are designed to carry large volumes of traffic over long distances. There are limited access points, separate crossings and median strips separating two-way traffic. U.S. 101 (Bayshore Freeway) is a ten-lane freeway connected to the City at the Millbrae Avenue interchange. It lies between Millbrae and the San Francisco Airport, connecting cities and employment centers along the Bayshore. It is the major access route to Millbrae.

On U.S. 101 the Average Daily Traffic volumes are approximately 250,000 vehicles in both directions. There is a full cloverleaf interchange at Millbrae Avenue. Traffic conditions along 101 are especially strained during commuting hours. The freeway is currently operating at near capacity conditions in the peak hours. Projected development trends for the San Francisco Peninsula (i.e. more concentrated employment opportunities and limited housing near employment centers) will add to the traffic problems, as will the current expansion of San Francisco Airport and the airport-oriented hotel base between South San Francisco and Burlingame.

Table 4-4: Millbrae City Street Classification System Definitions

(1) **Principal Arterial:** Carries the major portion of trips entering and leaving the City, as well as the majority of through movements desiring to bypass the central City. Principal arterials serve significant intra-area travel, such as between major inner City communities, central business district and residential areas, or between major suburban centers. They include the Interstate System, other freeways, expressways and major conventional highways.

(2) **Minor Arterial:** Interconnect and augment the principal arterials and provide service to trips of moderate length at a lower level of travel mobility. Distribute travel to smaller geographic areas than principal arterials. May carry local bus routes and provide intra-community continuity but not penetrate identifiable neighborhoods.

(3) **Collector:** Provides for traffic movement between arterials and local streets. Provides both land access service and traffic circulation within residential neighborhoods, commercial and industrial areas.

(4) **Local:** Provides only for local traffic circulation with direct access to abutting property. Offers the lowest level of mobility and usually contains no bus routes. Service to through traffic usually is deliberately discouraged.

Significant improvements in highway capacities are not likely due to state and federal funding limitations, restricted rights-of-way, and environmental constraints. The San Francisco International Airport is currently building a complex ramp system to serve the airport.

In the mid-eighties, the Metropolitan Transportation Commission (MTC) undertook a study of U.S. 101. MTC projected a 27% increase in peak period traffic based on the level of traffic generated by new projects. Mitigation in the study emphasized increased use and capacity of transit systems. Mitigation measures are currently being reviewed as part of the San Mateo County Congestion Management Program (CMP).

It is in Millbrae's best interest to continue to participate in regional transportation planning. Congestion on U.S. 101 will affect commuters, contribute to traffic backups on local streets, particularly Millbrae Avenue, and will result in greater use and congestion of El Camino Real.

Maintaining traffic flow on El Camino Real is particularly important to Millbrae's economy.

Interstate 280 is an eight lane north-south freeway running through Millbrae along its westerly border. Interstate 280 serves as an alternate to U.S. 101 for many peninsula destinations. With 90,000 average daily vehicle trips on the Millbrae section, this freeway has a remaining capacity of about 10%. Interstate 280 is also designated as a State Scenic Highway. There are no major improvements proposed for the route through Millbrae, except for a 1,500-foot soundwall to protect Millbrae residents from noise.

State Route 82 - El Camino Real

El Camino Real (State Route 82) is a major six lane arterial. It connects Millbrae with San Bruno on the north and Burlingame on the south. Parallel parking lanes and sidewalks line both sides of the street. The posted speed limit is 35 miles per hour. There is a median which average 16-feet in width down the middle of the street with left turn lanes at major intersections.

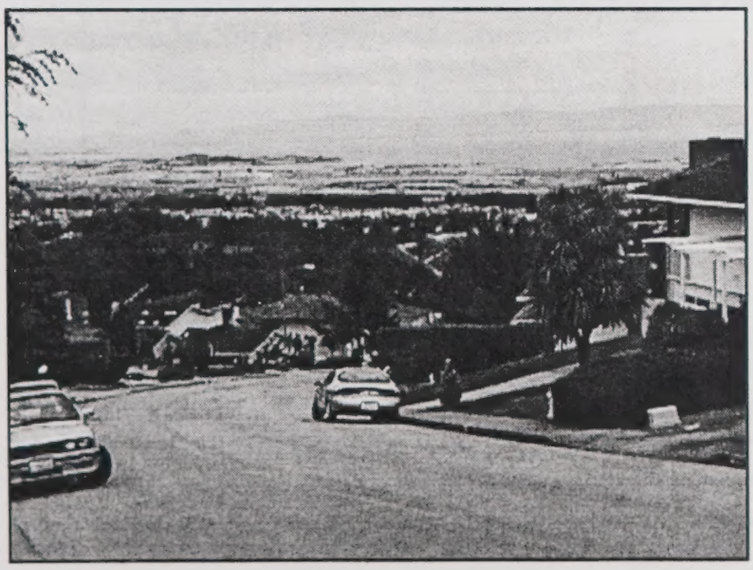
El Camino Real currently carries an average of between 38,000 and 48,000 average daily trips through Millbrae. There are no major traffic problems except at Millbrae Avenue. The intersection of El Camino Real and Millbrae Avenue is the City's most congested intersection. The intersection will continue to be a problem because of the amount of traffic dependent upon it for access to U.S. 101 and the Airport, and from the Millbrae Station and Station Area development.

Local Collector Streets

The Millbrae Street System is shown on Map 4-1. There are no satisfactory north-south arterials between, and paralleling, Magnolia Avenue and the Skyline Boulevard/Junipero Serra Freeway (I-280) corridor to adequately serve the circulation between the north and south parts of Millbrae. This distance is approximately 1.5 miles as compared to the general rule of collector streets being at 0.5 mile intervals. North-south circulation to and within the business areas is afforded by Broadway and Magnolia Avenue. Ashton Avenue also provides north-south circulation to the southerly half of the City.

Principal west-east routes include: (1) Larkspur-Ridgewood-Lomita-Santa Teresa-Park Place/ Boulevard; (2) Hillcrest Boulevard; (3) Larkspur-Helen; (4) Larkspur-Helen-Richmond; (5) Millbrae Avenue; and (6) Murchison Drive. Due to the topography, these routes have steep grades and sharp curves in some locations, and are intersected frequently by other local streets. Considering the topography, it may generally be said that the west-east routes are adequate.

Most recent average daily traffic (ADT) counts indicate that these collector streets are between 2,000 and 6,500 ADT and are operating at Level of Service A (LOS A). While traffic studies indicate these routes are operating efficiently, the community still has concerns about their long-term viability. It is projected that the Level of Service on the Local Collector Streets shown on Map 4-1 will remain at LOS A in the future, but periodic monitoring of these streets should occur. The City may also want to investigate traffic calming measures in some locations.



Local Streets

Local streets are intended to provide direct access to residential, commercial, industrial and other property. These streets serve local traffic movement and are not intended to handle through traffic. Normal local access streets generally carry less than 600 vehicles per day. Some local access streets, because of their length or size and character of the area they serve, or because they link to other local access streets, carry somewhat higher though still moderate traffic volumes. Moderate volume local access streets usually carry less than 2,000 vehicles per day.

Many local access streets through the older residential neighborhoods, such as Palm, are narrow, making it difficult to handle the number of cars that use these streets. On-street parking exacerbates the problems. Street widening would be costly and impractical since it would require use of the full street right-of-way width and possibly additional right-of-way for curbs and sidewalks setbacks. Such widenings would require removal of substantial numbers of mature trees in some neighborhoods. Because of their limited capacity and already congested conditions, all efforts should be made to minimize additional impacts on local streets.

Millbrae Station Area Specific Plan

Decision-making power for the BART extension rests with BART and SamTrans. However, the City of Millbrae has been working steadily over the last several years to influence the project to protect the interests of the community and ensure the extension works for the community. The Millbrae Station Area Specific Plan establishes zoning and development standards for the station area as part of that process.

At completion, projected in the year 2001, it is estimated that the BART system will reduce projected traffic to San Francisco International Airport by 10,000 daily vehicle trips, lessening traffic and air pollution. The Millbrae BART Station will be accessible from both California Drive on the west, and Rollins Road on the east. 33,000

commuter trips per day are expected to use train rather than automobile at the Millbrae BART Station. Table 4-5 shows existing and projected traffic conditions at major intersections in Millbrae. The major traffic improvements necessary to accommodate the Station and surrounding development are summarized below (see also Millbrae Station Area Specific Plan):

(1) U.S. 101/Millbrae Avenue Interchange Improvements: The interchange capacity to handle traffic will be improved by converting it from a clover leaf to a partial clover leaf design. Some loops will be removed and lanes will be added to the on and off ramps. North and Southbound off ramps will be signalized at Millbrae Avenue and additional lanes will be provided.

(2) California Drive Extension: Extend California Drive from Linden Lane north to El Camino Real at Victoria.

(3) Adrian Road: Expand the south station exit road as a two-way public street connecting to Adrian Road.

(4) Rollins Road and Garden Lane Intersection: Signalization and reconfiguration.

(5) Millbrae Avenue/El Camino Real Intersection: Provide one additional westbound left-turn lane and free right turns in the northbound and westbound directions.

(6) Millbrae Avenue/Rollins Road: Re-stripe the northbound approach to provide two left-turn lanes, a shared right-through lane, and an exclusive right-turn lane.

(7) Rollins Road/Adrian Road Intersection: Provide an eastbound left-turn lane and use split phase signal operation.

With these improvements, it is projected that all of these intersections would operate at LOS D or better in the year 2015 during both morning and evening commute times, as shown in Table 4-5.

Local Street Repair and Maintenance

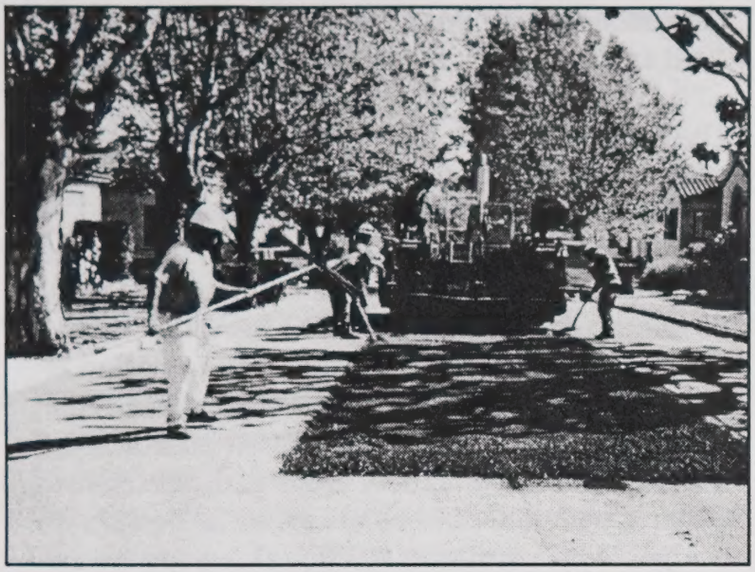
Another concern is the condition of many local streets. The City has not had adequate capital funding to keep up with the maintenance needs required to prevent deterioration. However, Millbrae has embarked on the largest street repair project in the City's recent history in fiscal years 1996-1998. Total street repair project cost is almost $1.5 million. The funding comes from accumulated gas taxes (taxes paid when gasoline is purchased),

Table 4-5: Existing and Projected Traffic Conditions at Major Intersections

	Morning Peak Hour		Evening Peak Hour	
Intersection	Existing LOS	Projected LOS	Existing LOS	Projected LOS
El camino/Victoria	E	B	D	B
El Camino/Millbrae Avenue	D	D	D	D
El Camino/Murchison	C	D	C	C
Millbrae/Rollins	C	C	C	D
Broadway/Millbrae	A	A	A	B
El Camino/Hillcrest	B	B	B	B
California/Murchison	A	A	B	B
Broadway/Victoria	A	A	A	A
Adrian/Rollins	B	A	B	C
Garden/Rollins	A	B	A	B
U.S. 101 Southbound Off-Ramp/Millbrae	*see note*	D	*see note*	C
U.S. 101 Northbound Off-Ramp/Millbrae	*see note*	C	*see note*	B

Note: Unsignalized intersection

Source: Millbrae Station Area Specific Plan Transportation Technical Memorandum; June 12, 1998



the Countywide voter-approved Measure A and savings from the recently completed Millbrae Avenue Overpass.

The streets being repaired are those in greatest need based on physical inspections and computer-based analysis of the condition of all City streets. The selection program determines where the budget should be spent to obtain the longest and best service from the City's streets in the future. The City will continue to bring as much street repair capital to bear as possible. Current funding levels will not eliminate an approximately $3.0 million backlog that currently exists.

Street Beautification

The City adopted a "Downtown Street Tree Master Plan" in 1996 and an El Camino Real Street Tree Master Plan in 1995 to provide the City and the residents, business owners and future developers of downtown Millbrae with guidelines for implementing a cohesive, consistent and aesthetically pleasing master plan for future street tree planting. Construction has been completed to renovate the El Camino Real planted median, which was originally constructed in 1973.

Since 1993, the City and Redevelopment Agency have invested over $3.0 million in tax increment funds into downtown street and parking lot repair and beautification of the streetscape. This work has been accomplished in four phases and will continue as funding permits. Parking in-lieu funds were used to re-stripe Broadway to gain 50 parking spaces. All three downtown municipal parking lots were renovated.

4.5 Travel Characteristics

Automobile dependency, particularly for commuter travel, remains one of the most significant transportation problems of the West Bay Corridor.

Work trips are generally concentrated in two hour periods in the morning and evening, as compared with non-rush trips which are more evenly spread throughout the day. There is also a two hour non-peak period from 11:00 A.M. to 1:00 P.M. which experiences heavier than average traffic. Most traffic circulation problems in Millbrae occur during peak commute hours. Although statistics on the purpose of local trips are not available, it can be estimated that at least 40% of the total daily trips are trips to and from places of work. According to census data, more people are commuting to work in car-pools (17% in 1990 versus 10% in 1970) and fewer people are driving alone. The use of other transportation modes (public transportation, walking, bicycles, etc.) has remained relatively static. Approximately 7% of the workers use public transportation, 3% walk, and 2% use other means (motorcycle, bicycle, etc.).

Most daily vehicle trips within Millbrae destined to job locations in Burlingame or at the Airport are usually made on Millbrae Avenue and Rollins Road, via U.S. 101 and El Camino Real. Most resident workers leaving the City use these same routes and related intersections, thus complicating peak hour congestion problems.

Most non-commute trips in the Millbrae area are through-trips, passing through the City on routes 82, 101, and 280. Current average daily trips on these thoroughfares are: Route 101 - 250,000, Route 82 - 48,000 and Route 280 - 90,000.

4.6 Transit

Bus Service

San Mateo County Transit (SamTrans) provides local and regional bus service in Millbrae. It connects to San Francisco and other Peninsula cities, Daly City and Colma BART Stations, CalTrain stations, and the San Francisco

International Airport. The main express route is along El Camino Real. Service throughout Millbrae, as shown on Map 4.3, is generally considered adequate. The City's continued coordination with SamTrans in its routes, schedule and fares will help to assure that the needs of special populations, such as students, the disabled and the elderly are addressed in Millbrae.

Train Service (CalTrain)
CalTrain, operated by the Peninsula Corridor Joint Powers Board (PCJPB), provides commuter rail service from San Francisco to Gilroy. The train stops in intermediate cities, including Millbrae, with more frequent stops and heavier schedules during commuter hours. Improved connections with bus service, fare coordination with other transit services and more direct service would increase the train usage.

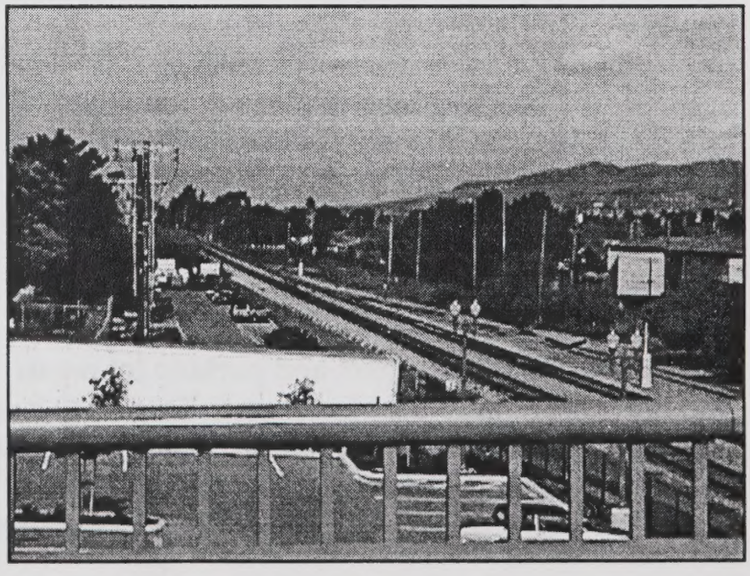
The following measures are proposed by the Peninsula Corridor Joint Powers Board: (a) upgrading of commuter rail service, including improved service in the reverse direction at peak hours, improved off-peak service, improvements to stations and parking facilities and acquisition of new equipment, including electrification of the system; and (b) connection to BART at Millbrae in a cross-platform transfer.

BART (Bay Area Rapid Transit)
BART and the San Mateo County Transit District (SamTrans) are jointly constructing a BART rail transit service extension from Colma to the San Francisco International Airport, with a connection with CalTrain in Millbrae. The rail alignment will extend from the existing BART station in Colma to the proposed Millbrae station, and will serve the airport via an aerial "wye stub" track that branches off of the main line west of U.S. 101. The Millbrae Station is one of four new stations proposed in the extension project. The BART main line tracks will be below grade from Madrone Avenue to approximately 200 feet north of the proposed Millbrae Station. The Millbrae Station will be the BART terminus station on the peninsula for now. Turnback tail tracks will extend south of the Millbrae station by approximately 2,200 feet into the City of Burlingame. Authority for contract awards for line track and the Millbrae and San Francisco Airport Stations was given in February, 1998 and operation is expected to begin in 2002.

The Millbrae Station plays a critical role in the extension, providing a link between BART and CalTrain, as the at-grade Millbrae station is proposed to serve both BART and CalTrain. The existing Millbrae CalTrain Station platform would be relocated approximately 800 feet north of its current location. The Millbrae Avenue station is proposed to incorporate three BART tracks with one center platform and one shared platform with CalTrain that would allow cross-platform transfers. Other transfers would be via an aerial pedestrian bridge. Approximately 3,000 parking spaces are proposed to be provided onsite; 2,085 of these spaces to be located in a four-story parking structure at the northwest corner of the site, and 915 spaces to be provided in three surface parking lots over the remainder of the site. A pedestrian bridge would connect the parking structure and surface parking with the BART and CalTrain mezzanines.

CalTrain operations will be relocated to the new Millbrae station. The historic Millbrae depot building is expected to be preserved in its current location under policies in the Millbrae Station Area Specific Plan.

Airport-bound passengers and Airport workers arriving at the Millbrae Station by CalTrain will be able to take BART into the new Airport International Terminal. From there, they will be able to walk or take the Airport Light Rail system to their destination within the Airport complex.



While the Millbrae Station is expected to be one of the busiest in the BART system, seventy-five percent of all passengers are expected to arrive by train and bus, not by automobile. The BART/CalTrain connection serves to link 115 miles of BART to 77 miles of CalTrain, furthering the goal of transit around the Bay.

4.7 Bikeways and Trails System

Bikeways and Pedestrian Routes

The relatively flat terrain of the most heavily populated portion of San Mateo County makes bicycling a potentially significant mode of transportation. Major population centers of the County are concentrated in the level Bay Plain, where the majority of the population lives within two miles of the El Camino Real Corridor. Statistics compiled by San Mateo County indicate that within this two-mile corridor of El Camino Real there exist:

(1) Virtually all of the major employment centers in the County;

(2) All of the central business districts of cities with populations greater than 25,000 (with the exception of Pacifica);

(3) Nearly all of the senior citizen housing and meeting centers in the County;

(4) Virtually all of the occupied housing units without on-site automobile parking; and

(5) Nearly all of the major non-work trip attractors (transportation facilities, shopping centers, public service buildings and health facilities) in the County.

These factors combined with the mild climate and relatively level terrain in the El Camino Real (State Route 82) Corridor are all encouraging to the development of a successful Countywide bicycle program.

Bicycle travel in much of Millbrae is more difficult due to narrow streets and steep grades. However, it is possible and appropriate to include in Millbrae's Bicycle Plan, local portions of the Countywide Bikeways Plan in order to implement a coordinated countywide system.

The San Mateo County Bikeway Plan includes several bike routes in Millbrae these are: Old Bayshore, Millbrae Avenue, California Drive, El Camino Real, Skyline Boulevard and the San Francisco Muni and CalTrain right-of-way, adjacent to the railroad tracks. In addition to these County routes, Millbrae's system includes a bike path on the Millbrae Spur property, for recreational use as well as an important link between Skyline Boulevard and the El Camino/Old Bayshore routes.

Millbrae's Bayfront Park completes an important segment of the Bay Trail. The Bay Trail Plan proposes development of a regional hiking and bicycling 400-mile recreational "ring around the Bay" (perimeter of San Francisco and San Pablo Bays). Approximately one-third of the trail already exists, either as hiking-only paths, hiking and bicycling paths or as on-street bicycle lanes. The Plan was prepared by the Association of Bay Area Governments pursuant to Senate Bill 100 to:

(1) Provide connections to existing park and recreation facilities,

(2) Create links to existing and proposed transportation facilities, and

(3) Be planned in such a way as to avoid adverse effects on environmentally sensitive areas.

An appropriate alignment between Millbrae and South San Francisco will need to be determined. When developed, the Bay Trail will be a trail system comprised of three components:

(1) Spine trails, encircling the Bay and creating a continuous recreational corridor which links all nine Bay Area counties;

(2) Spur trails, providing access from the spine trail to points of natural, historic and cultural interest along the Bay shoreline; and

(3) Connector trails, providing restricted access to interpretive trails in environmentally-sensitive areas along the shoreline and connections to recreational opportunities as well as residential and employment centers inland from the Bay.

Additional opportunity exists in Millbrae via a proposed "Spur Trail" extending from Bayfront Park up Millbrae Avenue to intersect the trail along the railroad tracks, then cross El Camino Real to meet the Millbrae Spur property and join the proposed trail on the Spur property. The trail beginning at Magnolia Avenue has been completed to South Ashton Avenue and will be continued through to Richmond Drive. The continuation from that point could have a connector of the Spur trail which could leave the Spur property at Larkspur and extend to Skyline Boulevard. The main Spur Trail could continue along the Spur property to Lomita Avenue. From that point access would be available to Junipero Serra Park (the connector could access at Helen Drive and the Lomita Avenue entry could join the park pathway) to the north and south to Hillcrest to join Sawyer Camp Trail in the San Francisco Water Department Watershed west of I-280. A bike path along the old San Francisco Muni and CalTrain right-of-way adjacent to the railroad tracks, and on the east side of the BART alignment, is one of the ABAG "Ring Around the Bay" alternate routes.

Design

A bicycle network should be designed so that cyclists can reach their destination with a minimum expenditure of time and energy. Surveys of existing literature and discussions with bicyclists indicate cyclists will not travel on routes that carry them out of their way, or that have too many stops or steep grades. The design of bicycle routes through aesthetically-pleasing surroundings seems to be desirable in influencing choice of mode to the bicycle rider, but only if that route does not involve much out-of-the-way travel. The desire of the cyclist to avoid streets that are heavily travelled by motor vehicles is only a secondary consideration.

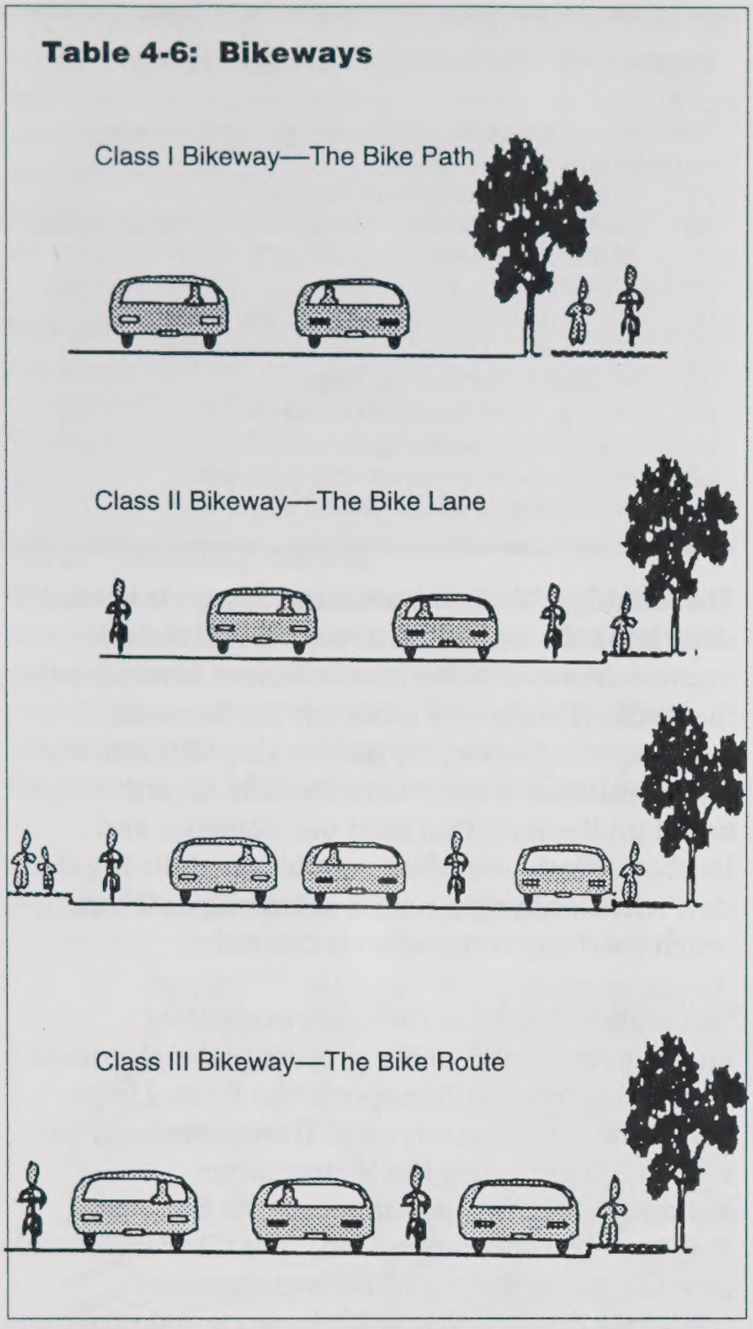
Safe auto travel results from the system of traffic codes, travel lane striping, signs and signals that are designed to produce a relatively predictable pattern of traffic movement. The behavior of cyclists is often unpredictable due to a lack of standardized bicycle facilities and uniform enforcement of laws. Mixing a generally predictable and orderly pattern of automobile movement with potentially unpredictable bicycle traffic can be expensive because it involves the construction of either a separate path or physical barrier between cars and bicycles.

There are three basic types of bikeways: The Bike Path; Bike Lane; and Bike Route.

The Bike Path (Class I Bikeway) is a special pathway for the exclusive use of bicycles and is either spatially or physically separated from the motor vehicle facility. This is the safest and most pollution-free type of bikeway, but it is also the most expensive because it involves the construction of either a separate path or physical barrier between cars and bicycles.

The Bike Lane (Class II Bikeway) is a lane located on the edge of the paved area of an existing road or street. It is identified by signs, painted lines and pavement markings. Bicycles enjoy the exclusive use of lanes for longitudinal travel, but must share them with vehicular and pedestrian cross traffic.

Table 4-6: Bikeways



The Bike Route (Class III) is a street designated as a joint motor vehicle/bicycle facility and is identified by signs. There are no special markings and the only thing that differentiates the route from a regular street is the existence of bicycle route signs. This is the least expensive type of bikeway, but it is also the least desirable from a safety perspective.

If the bicycle is to be used as a significant alternative to the auto, connections with major public transit lines must be a factor. Therefore, it is important to tie into transit services provided by BART, CalTrain and SamTrans.

Implementation of the Bikeway Plan would be with the use of State grant funds. A primary requirement for these funds is a Bikeway Plan consistent with the County Plan.

Bicycle Parking

One of the most important requirements of a successful bicycle system is the provision of bicycle parking facilities at appropriate locations. Theft is a problem with bicycles; the lack of safe, secure bike racks is a deterrent to bicycling. If the bicycle mode of transportation is to be encouraged, and if increased numbers of bicyclists are to be accommodated, then parking facilities must be provided. Except for schools, playgrounds and libraries, bike racks are almost non-existent. As the widely-predicted increase in the use of bicycles occurs, the current practice of chaining bikes to lamp posts and parking meters will become inadequate. A more structured method of dealing with the parking problem will be required.

Bikeways Maintenance

Bike lanes tend to collect debris swept off the roadway by cars, as well as rocks and dirt washed from grade cuts and other areas which drain onto the road. This debris is a danger and an inconvenience to cyclists and causes many to ride almost entirely outside of bike lanes. Bike lanes should be swept regularly. Maintenance should be insured for any new lanes.

4.8 Transportation System Management (TSM) and Transportation Demand Management (TDM)

In June 1988, voters in San Mateo County approved Measure A which created the San Mateo County Transportation Authority and authorized a half cent increase in the local sales tax for a period of 20 years to finance specified transportation improvements. Measure A also required the Authority to adopt, in conjunction with the cities and San Mateo County, a Transportation System Management Plan. The San Mateo County Transportation System Management Plan was developed and adopted in 1990. The three primary goals of San Mateo County's TSM plan are to: (1) Develop a coordinated countywide TSM program; (2) increase the efficiency of the existing transportation system in San Mateo County during peak-commute periods; and (3) establish an

ongoing planning process for evaluating and refining the countywide TSM plan.

Measures that reduce the number of vehicles on the roadway system are referred to as Transportation Demand Management (TDM) measures. TDM includes non-roadway improvement measures such as ridesharing, flex-time, bicycling, walking, vanpooling, charter buses and telecommuting. Measures that improve the efficiency of the system are referred to as Transportation System Management (TSM) measures. TSM includes such measures as traffic signal synchronization and high occupancy vehicle (HOV) lanes.

The City of Millbrae belongs to "MTSMA" (Multi-City TSM Agency), which is an intercity authority among the eight cities in northern San Mateo County. MTSMA's mission is to reduce traffic congestion and improve air quality by providing effective and efficient Transportation Demand Management (TDM) services to employers and the community and to act as a key resource in designing TDM services that positively impact congestion and air quality.

San Francisco International Airport adopted a TSM program as a mitigation measures required under CEQA to reduce the significant transportation impacts of the airport's master plan expansion.

Table 4-7: Multi-City TSM Agency

The following are some of the programs and services currently offered by MTSMA:

(1) Guaranteed Ride Home Program
(2) Northern San Mateo County's Employer-Sponsored Shuttle Program
(3) SMARTPool
(4) ETC "Hot Spots" Congestion Task Force
(5) Countywide Transit Incentices Campaign
(6) MTSMA's "Better Way" Video
(7) Rails to Trails Research Report
(8) Countywide Job Bank
(9) Bicycle Parking Project for Employers
(10) World Wide Web Commute Page

4.9 Congestion Management Program

Government Code 65089 requires a designated local agency to develop, adopt and update a Congestion Management Program (CMP) for the county and its cities. The City/County Association of Governments (C/CAG) is designated as the County Congestion Management Agency. San Mateo County's first CMP was adopted in 1991, and then updated in 1993, 1995 and 1997.

The CMP must cover the roadway system, traffic level of service (LOS) standards, performance measures to evaluate the effectiveness of the plan, trip reduction and travel demand management, a land use impact analysis program, and a seven-year capital improvements program. The CMP also provides a uniform data base and computer based transportation model to evaluate possible improvements.

The Countywide Transportation Plan is intended to determine the most effective road and transit improvements and the most efficient land use plan that will: (1) improve mobility; (2) decrease roadway congestion; (3) reduce air pollution; and (4) stimulate economic activity. The objectives are based on the facts that land use densities and location affect how often people travel during the day, whether they use a car or transit, and how much roadway congestion is created.

San Mateo County is currently evaluating alternatives as part of the process of development of the Countywide Transportation Plan. Upon completion, the Countywide Transportation Plan will be integrated by the Metropolitan Transportation Commission into the Bay Area Regional Transportation Plan. The CMP input will provide the basis for capital improvement programs by agencies which have capital programs.

The City must apply the Land Use Impact Analysis element of the County's CMP, including an estimate of costs to mitigate those impacts for any project generating more than 100 peak hour trips. These larger projects must also be reviewed for compliance with the CMP by the Congestion Management Agency.

The Metropolitan Transportation System (MTS) is the focus of regional transportation planning, management and investment decisions. It defines the multi-modal system of regional significance—those facilities crucial to the freight and passenger mobility needs of the Bay Area. The criteria for

MTS roadways system include: (a) Serves a major employment destination; (b) provides important intra and/or inter-regional connections; (c) services local trips parallel to a freeway; (d) provides important connections in the MTS street and highway system; (e) serves as a major cross-town arterial for relieving congestion; (f) provides access to regional passenger and freight facilities; or (g) provides access within or through the major central business districts of the region. These roadways are consistent with the Federal National Highway System and are eligible for federal funding grant aid.

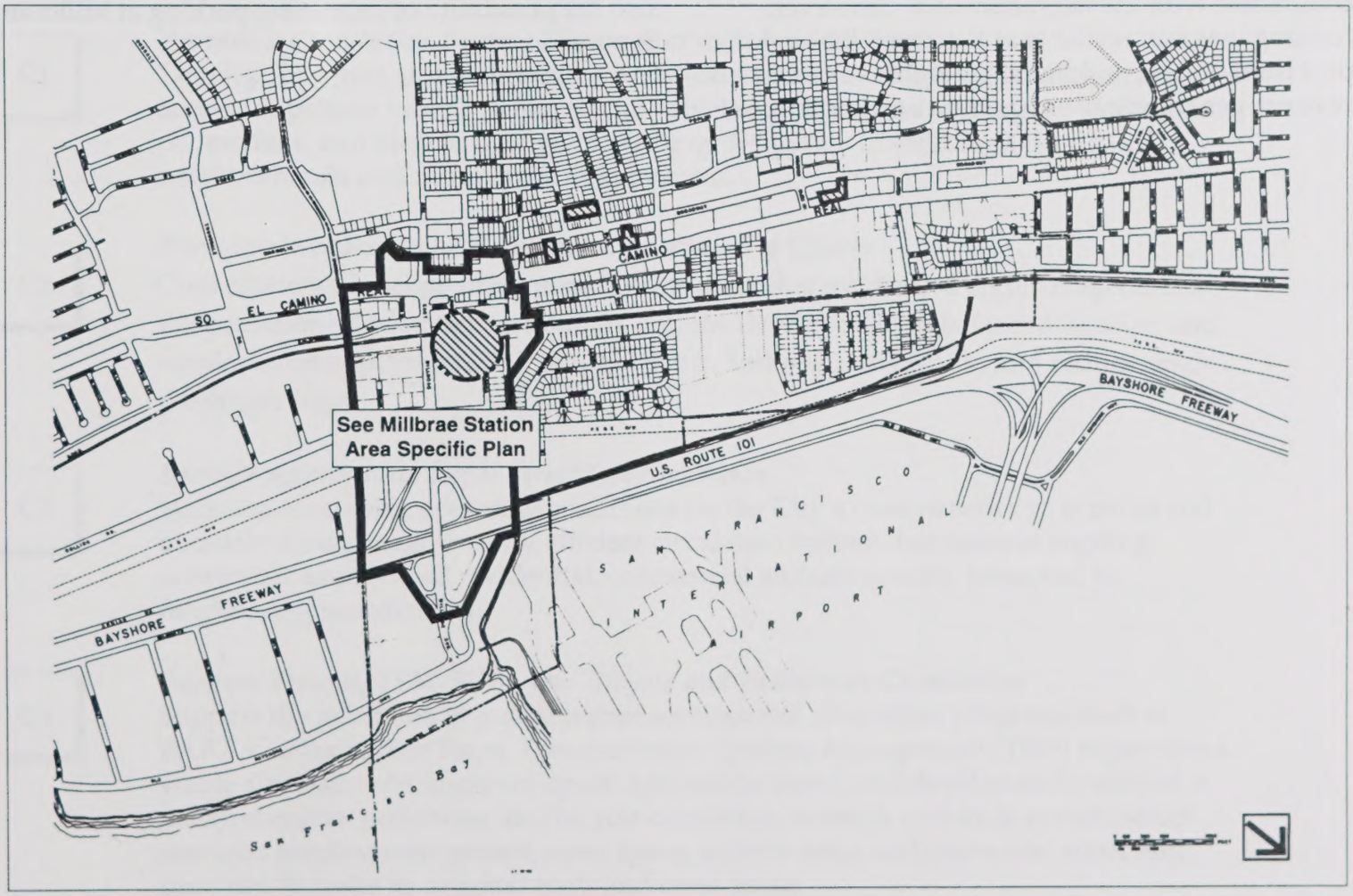
4.10 Parking Needs

There are six public parking lots serving Millbrae's commercial area. These lots were constructed with general funds and funds collected through a parking assessment district. The following is a summary of these parking lots: (1) The largest of these lots is on Magnolia between LaCruz Avenue and Hillcrest Boulevard; (2) another is located in the Park Boulevard/Park Place Commercial area; (3) one is located near St. Dunstan's Church; (4) one is located at Millbrae Plaza between El Camino Real and Broadway north of Meadow Glen Avenue: (5) the other two extend between Broadway and El Camino Real in the downtown area from Victoria Avenue to Hillcrest Boulevard; and (6) the southeast corner of the Serra/Linden intersection. Additional public parking is located in the Civic Center and by the CalTrain Depot.

Parking is a problem along the east side of El Camino Real where there are no public lots and many of the businesses have no off-street parking. As a result, shoppers and employees park on adjacent residential streets. Movement in and out of parking lots and on-street parking spaces slows traffic flow and can be hazardous. Illegally parked cars and narrow travel corridors can obstruct emergency access as well.

Map 4-1

Public Parking Lot Locations



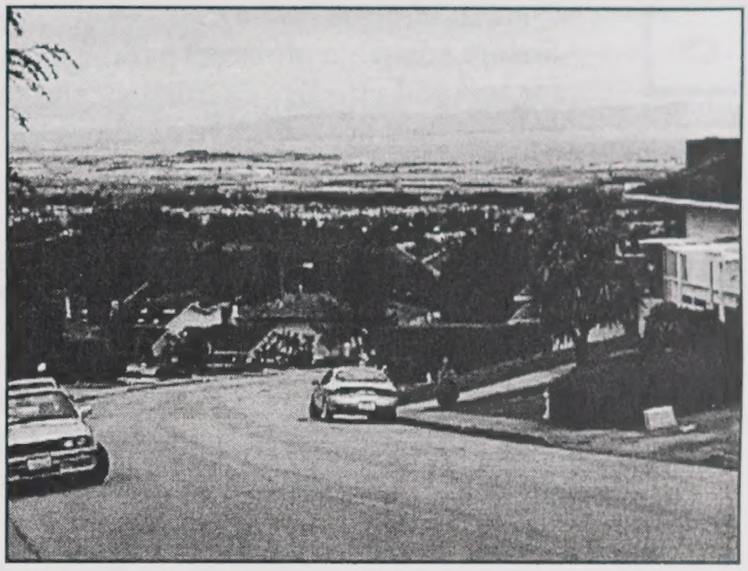
Parking on the west side of the El Camino Real and in the Downtown Core is increasingly difficult. The Parking In-Lieu fee remains in effect for second story office and residential uses in the Downtown Core.

Provision of additional parking is difficult where nearly all land is developed. Strict enforcement of the City's parking requirements is one effective short-term solution, and the City should consider all parking management techniques such as metering, electronic enforcement equipment and permit systems to keep cars turning over in the Downtown Core and adjacent residential areas.

Other mitigating measures include combining parking lot entrance points to reduce interruptions to traffic flow and designing parking lots to gain access from side streets. Longer term solutions could include the provision of additional public parking lots and/or parking structures. A feasibility study in 1989-90 concluded that a three level structure on the Magnolia Avenue lot could hold about 300 cars and would be architecturally compatible with the neighborhood. However, funding was not available at the time. Linking the provision of new parking to air rights development revenue generating uses could be an alternative.

Parking for major new development should be approved as part of the project. Parking should be adequate to assure that residential or other nearby uses are not adversely affected by parking. Particular attention is needed for commuter parking generated by Millbrae BART Station and BART is committed to working with the City to reduce the impacts of off-station parking. There is also the possibility of increasing parking at Millbrae Square.

4.11 Circulation Goals



The Circulation Element goals, policies and actions are coordinated with those of other General Plan elements in order to achieve the required consistency among elements (Section 65302b of the Government Code). Land use designations and intensities of use must reflect intersection and street capacities and parking availability. Where traffic impacts could exceed desirable circulation standards, mitigation measures must be implemented. Any project generating more than 100 peak-hour trips must be reviewed by the Congestion Management Agency.

It is a goal of this plan to maintain existing levels of traffic service at no less than LOS D and to reduce dependence on the automobile, and the number of single passenger trips within the City. Providing increased job opportunities in the City for residents, providing effective links to regional transit, requiring employers to encourage use of Transportation Systems Management (TSM) and Transportation Demand Management (TDM) techniques, and improving the City's system of bicycle and pedestrian pathways are several of the ways in which City of Millbrae can move closer to this goal. In responding to the circulation issues delineated in this element, City goals, policies and programs are grouped into five categories:

Circulation Goals

C1

Provide a Circulation System Design that is Safe and Efficient
Develop, improve and maintain a circulation system which provides efficient and safe access for private vehicles, commercial vehicles, public transit, emergency vehicles, pedestrians, and bicyclists, while protecting the quality of Millbrae's residential neighborhoods and commercial activity areas.

C2

Participate in Regional Transportation Planning Efforts
Coordinate with neighboring jurisdictions and other public and regional agencies in the provision of adequate circulation, and the development of balanced housing and employment opportunities to reduce trips in and out of the region and reduce single passenger trips.

C3

Provide Appropriate Local Street Improvements
Maintain acceptable operating conditions on the City's road network to provide and maintain a safe, attractive and efficient circulation system that ensures ongoing convenient access to all residential, commercial and community areas and to neighboring jurisdictions.

C4

Support Transit, TSM, TDM, and Bicycle and Pedestrian Circulation
Support the provision of public transit services and alternative programs such as BART/CalTrain, SamTrans, Transportation Systems Management (TSM) to provide a viable alternative to single occupant automobile travel, and develop and maintain a comprehensive pedestrian and bicycle circulation network and trails system which connects employment centers, open space, activity areas and recreation areas, and provides linkages to regional trails and open space.

C5 *Provide Adequate Parking*
Ensure adequate off-street parking is provided for in all new projects and is designed for safe and effective circulation, and that existing parking ordinances and enforcement are reflective of community needs and safety.

4.12 Circulation Policies

Goal C1 — Provide a Circulation System Design that is Safe and Efficient

C1.1 **Local Residential Streets Protection.** Provide for a transition in land use intensity, site design and traffic circulation between high density residential and commercial projects having primary access on local streets in single family districts, except where there is no feasible alternative route, and implement "traffic calming" measures in residential areas where conditions may so permit.

C1.2 **Traffic Diversion.** Protect community character along Millbrae's surface streets from the impacts of peak hour through traffic and diversions by discouraging non-local and commercial traffic from using local and collector streets through land use restrictions and traffic control devices, where appropriate. Minimize the diversion of traffic onto local residential streets.

C1.3 **Traffic Safety.** Maintain and improve traffic safety to minimize traffic accident potential, provide safe walking. Enforce speeding and other traffic safety laws.

C1.4 **Workable and Safe Access to New Commercial Projects.** Design new commercial developments so that, wherever possible, the minimum number of needed entrance or exit points shall be allowed to ensure safe and efficient internal traffic flow and to reduce through traffic delays on public roads serving the project.

C1.5 **CIP Considerations.** Implement street improvements which are necessary to maintain and improve traffic operations on local streets through Millbrae's Capital Improvement Program (CIP). Criteria used to consider possible street improvements would include:

a. Maintain streets and roadways in order of need, as determined objectively by the Public Works Department as part of the Pavement Management System.
b. Maintain traffic level of service standards established by the City.
c. Carry out the City's responsibilities under the adopted CMP as appropriate.
d. Improve access for fire, police and other emergency services to the extent possible.
e. Implement "traffic calming" measures as appropriate in impacted residential neighborhoods.
f. Increase Downtown parking.

C1.6 **Transportation and Transit Funding.** Encourage regional agencies to provide adequate regional and local funding of roadway and transit improvements through sales tax initiatives, traffic impact fees and other measures when necessary. Ensure that the City remains eligible for and aggressively pursues all available roadway and transit improvements funds.

C1.7 **Restrictions on Truck Traffic.** Restrict truck through traffic on all city streets as designated by ordinance.

C1.8 **Bikeway and Pedestrian** Improvements. Provide appropriate bikeway and pedestrian improvements to promote alternative transportation uses.

Goal C2 — Participate in Regional Transportation Planning Efforts

C2.1 **Regional Traffic Improvements.** Review proposals relative to their impact on Millbrae and support all appropriate measures necessary to improve regional traffic on U.S. 101, Interstate 280, and El Camino Real (State Route 82) as related to traffic conditions in the City of Millbrae.

C2.2 **San Mateo County Congestion Management Program (CMP).** Continue to participate in regional transportation planning and growth management to provide coordinated, long-range actions addressing future travel needs and jobs/housing balance in the City and in San Mateo County as a whole.

C2.3 **CMP Roadway System.** Establish the following roadways in Millbrae, which serve either as a highway or principal arterial, as having regional significance consistent with the San Mateo County Congestion Management Program (CMP):

a. Bayshore Freeway (U.S. 101)
b. Junipero Serra Freeway (I-280)
c. El Camino Real (State Route 82)

In addition, the intersection of State Route 82 (El Camino Real) and Millbrae Avenue meets the CMP criteria as a significant intersection in the CMP Roadway System and should be monitored for service levels. The adopted level of service for this intersection in the morning peak hour is LOS E.

C2.4 **Participation in "MTSMA".** Continue to participate in Multi-City TSM Agency TSM programs and promote Countywide TSM and TDM programs.

C2.5 **Coordinate with Major Transportation Agencies.** Ensure that continuous coordination is carried out with San Francisco International Airport, BART, CalTrain, SamTrans, Metropolitan Transportation Commission (MTC) and CalTrans to provide funding for appropriate improvements and to mitigate impacts.

C2.6 **Implementation of Regional Transportation Measures.** Continue to coordinate and cooperate with and monitor plans of other agencies to ensure that regional transportation measures in and around Millbrae are properly implemented.

C2.7 **Regional Traffic Impacts.** Require an analysis of traffic impacts on all regional routes and significant intersections for all projects anticipated to generate over 100 peak-hour vehicle trips in accordance with the CMP. Submit environmental assessments for projects with more than 100 peak-hour trips to regional jurisdictions and affected jurisdictions for review and appropriate action.

C2.8 **Regional Transportation Impact Fee.** Consider participation with other jurisdictions in development of the Strategic Plan for funding of major regional projects, including consideration of a regional or sub-regional transportation impact fee.

Goal C3 — Provide Appropriate Local Street Improvements

C3.1 **Millbrae Street Classification.** Seek to maintain a street and highway system that separates commuter and regional traffic from local traffic and minimizes impacts on Millbrae neighborhoods. The designation of regionally significant routes (U.S. 101, Interstate 280 and

State Route 82) is intended to establish a monitoring and mitigation program as part of the CMP. The designation of streets serving as collectors is intended to recognize the function these streets have so that appropriate monitoring and mitigation, including "traffic calming" measures, as appropriate, may be implemented. The street and highway system hierarchy and traffic level of service standards (LOS) are as follows:

Principal Arterials
a. Millbrae Avenue (Magnolia Avenue to Old Bayshore Highway) - LOS D
b. Old Bayshore Highway (Millbrae Avenue to the City Limit) - LOS D
c. Skyline Boulevard (Millbrae Avenue to Larkspur Drive) - LOS C

Minor Arterials
a. Millbrae Avenue (Skyline Boulevard to Magnolia Avenue) - LOS A
b. Murchison Drive (South Ashton to California Drive) - LOS A
c. Hillcrest Boulevard (Skyline Boulevard to El Camino Real) - LOS A
d. Larkspur Drive/Helen Drive/Meadow Glen Avenue (Skyline Boulevard to El Camino Real) - LOS A
e. Magnolia Avenue/Park Place (Murchison Drive to El Camino Real) - LOS D
f. South Ashton Avenue (Murchison Drive to Hillcrest Boulevard) - LOS A

Collectors
a. Murchison Drive (South Ashton Avenue to City Limits at Frontera Way) - LOS A
b. Broadway (Millbrae Avenue to Millwood) - LOS D
c. Larkspur Drive/Ridgewood Drive/Lomita Drive/Santa Teresa Avenue/Park Boulevard (Helen Drive at Larkspur Drive to El Camino Real) - LOS A
d. Bayview Avenue/Santa Margarita Avenue/Capuchino Drive/Barcelona Drive/Laurel Avenue (Lomita Avenue to Richmond Drive) - LOS A
e. Tioga Drive/Richmond Drive (Helen Drive to Magnolia Avenue) - LOS A
f. Vallejo Drive/Frontera Way (Millbrae Avenue to Murchison Drive) - LOS A

Local Streets - LOS A
All other streets in Millbrae function as local streets providing access to abutting properties and feeding local collectors which, in turn, lead to arterials.

MTS Streets and Highways

Freeways (Class 1)
a. Bayshore Freeway (US 101) - LOS E
b. Junipero Serra Freeway (I-280) - LOS D

Highways (Class 2)
c. El Camino Real (SR 82) - LOS D

Other MTS Routes
a. Millbrae Avenue (Skyline Boulevard to Old Bay shore Highway)
b. California Drive/Linden (City Limit to El Camino Real)
c. Old Bayshore Highway/R 2 Road (City Limit to City Limit)

CMP Roadway/Intersection
a. El Camino Real (SR 82)
b. El Camino Real/Millbrae Avenue Intersection

C3.2 **Maintaining Traffic Level of Service.** Seek to achieve or exceed adopted traffic service level standards during peak traffic hours through Transportation Systems Management (TSM), Transportation Demand Management (TDM), street maintenance, Capital Improvement Programming, coordination with federal, state, county, private and district funding programs for street and other transportation improvements, and developer payment of pro rata fair share of traffic improvement costs for new developments.

C3.3 **New Development Requirements.** Require transportation-related mitigation attributable to a specific development when identified through required traffic analyses in order to maintain acceptable level of service standards. Assure that new projects pay their pro rata share of off-site street improvements that will be needed to serve the project. Such sharing will also cover the incremental improvement costs of the collector and arterial street system that will be utilized by project users.

C3.4 **Development Fees in the Millbrae Station Area Specific Plan.** Establish development fees as envisioned in the Millbrae Station Area Specific Plan for provision of necessary roadway improvements.

C3.5 **Traffic Studies.** Require site-specific traffic studies (including access, circulation and parking) for development projects where there may be a substantial impact on the local street system. The City will evaluate traffic impacts and funding of improvements prior to approval of development projects or annexation of unincorporated areas.

C3.6 **Traffic Levels.** Regularly monitor traffic levels and intersection capacity to update base data and respond to changing conditions, especially on local streets providing east-west or north-south connections as identified in the Circulation Element. The City will monitor the impacts of east to west traffic from Interstate 280 to the new BART station.

C3.7 **Annual Street Improvement Project.** Maintain and implement an annual Street Improvement Project to the extent of available funding.

Goal C4 — Support Transit, TSM, and Bicycle and Pedestrian Circulation

C4.1 **Transit Access.** Encourage the increased regional use of transit to relieve commuter congestion along the U.S. 101, Interstate 280 and State Route 82 corridor and to serve the transportation needs of San Mateo County. In coordination with the CMP and transit service providers, attain a coordinated system that is safe, efficient and reliable to provide a convenient alternative to driving. Considerations include:

a. Children, commuters and senior citizens should be housed within walking distance (1/4 mile) of bus stops.
b. Commuters should be able to easily connect among different modes of transit, whose operating hours should correspond to need.
c. Coordination of SamTrans, BART and CalTrain services.
d. Provision for mobility-impaired individuals.

C4.2 **Millbrae BART/CalTrain Station Area.** Support development of the Millbrae BART/CalTrain Station area as part of the BART and CalTrain system and provide area specific land use planning and coordination with related agencies to ensure minimal impacts on the City of Millbrae.

C4.3 **Bus Operations.** Encourage SamTrans to upgrade and maintain the quality of bus routes, stops, hours of operation, and the availability and publicity of local transit information.

C4.4 **Bus Shelter Maintenance.** Work with SamTrans to ensure clean and safe bus shelters.

C4.5 **Coordinate with Transit Providers.** Coordinate with transit providers and advocate changes in transit service based on periodic evaluation of transit needs undertaken by the service providers.

C4.6 **Reduced Work Trips.** Adopt land use, housing and circulation policies supporting the jobs/housing balance, including local job creation, TSM, provision of housing for all income levels, satellite office sites, and telecommunications improvements to reduce or shorten home to work trips along the travel corridor.

C4.7 **Transportation Systems and Transportation Demand Management.** Implement and enforce local and regional TSM and TDM programs.

C4.8 **Bikeways Standards.** Pursue the following bikeways standards :

a. **Class I Bikeways:** Improved surface of varying width, physically separated from motorized traffic. Can be combined with pedestrian paths and trails, if properly designed. Examples of improved bikeway surfaces include decomposed granite and asphalt concrete.

b. **Class II Bikeways:** Paved right-of-way adjacent to vehicular traffic designed for the exclusive use of bicyclists.

c. **Class III Bikeways:** Paved right-of-way shared with motorized vehicles and designated as a bike route.

C4.9 **Bikeways System.** Develop and maintain a safe and logical bikeways system which is coordinated with the countywide system, and will include separate bicycle lanes where possible and posted bicycle routes. This system is intended as a viable alternative mode of travel throughout the City.

C4.10 **Bike Parking Facilities.** Require adequate bike parking facilities at transportation centers, public parks and buildings, recreational facilities, commercial centers and large multi-family residential projects.

C4.11 **Bicycle and Pedestrian Safety Education.** Support an educational program on bicycle safety and the safe use of paths and trails.

C4.12 **Trails Planning and Coordination.** Coordinate planning for trails, including location, design, land acquisition, development and maintenance with agencies within the Millbrae Planning Area, including linkages to/from the Bay Trail and support completion of the Bay Trail in an appropriate alignment between South San Francisco and Millbrae.

C.4.13 **Bay Trail Policies.** Support the completion of the Bay Trail Plan and the selection of the trail route and implementation of the trail system in an appropriate alignment between Millbrae and South San Francisco in coordination with Burlingame, San Bruno, San Francisco International Airport and other agencies. Policies include:

a. **Trail Alignment.** Develop a continuous trail which highlights the wide variety of recreational and interpretive experiences offered by the diverse bay environment and is situated as close as feasible to the shoreline, within the constraints defined by other polices of the plan.

b. **Trail Design.** Underscore the importance of creating a trail which is accessible to the widest possible range of trail users and which is designed to respect the natural or built environments through which it passes.

c. **Environmental Protection.** Underscore the importance of the San Francisco Bay's natural environment and define the relationship of the proposed trail to sensitive natural environments such as wetlands.

d. **Transportation Access.** Reflect the need for bicycle and pedestrian access on Bay Area toll bridges, in order to create a continuous trail and to permit cross-bay connections as alternative trail routes.

e. **Implementation.** Successful implementation of the Bay Trail Plan will require continuing trail advocacy, oversight, and a structure for trail management.

f. **Community Protection.** Assure protection of local property and other health and safety needs.

C4.14 **Accessibility.** Provide trails, whenever possible, that are accessible to the physically disabled throughout the City.

C4.15 **Pedestrian System.** Develop a safe, pleasant pedestrian system that provides direct and convenient pedestrian access, designed to serve all segments of the public including the young, the aged, and the disabled. Pedestrian safety shall be duly considered in the design of intersection and other roadway improvements. The pedestrian circulation system is intended as a viable alternative mode of travel throughout the City by providing pedestrian facilities, including trails, paths, and sidewalks that are safe, direct and convenient.

C4.16 **Pedestrian Improvements.** Continue to require as a condition of development project approval the provision of sidewalks and curb ramps in accordance with American With Disabilities Act (ADA) requirements. Require utility poles, signs, street lights and street landscaping on sidewalks be placed and maintained to comply with ADA standards.

C4.17 **Title 24 Requirements for Trails.** Require all new trails to be designed to comply with Title 24 of the California Administrative Code and with the American Disabilities Act of 1991.

Goal C5 — Provide Adequate Parking

C5.1 **Parking Standards.** Adopt parking requirements to provide an adequate parking supply as a condition of development approval.

C5.2 **Parking Lot Design.** Provide proper site planning and design to include screening of loading and storage areas, and providing parking areas adjacent to, but not in front of, the front of a structure, and to place employee parking and loading areas in the rear of the site. The placement of parking toward the rear of the site is especially applicable for industrial, wholesale and office uses.

C5.3 **Increase Downtown Parking.** Explore the ability to use air rights over City-owned parking lots to fund the provision of new spaces.

C5.4 **Parking In-Lieu Fee.** Maintain the Parking In-Lieu Fee as adopted in commercial areas and use funds generated thereby for enhancement of parking.

C5.5 **Parking Enforcement.** Consider the use of parking management techniques such as electronic ticketing meters and permit systems to enhance parking in commercial areas.

C5.6 **Millbrae Square.** Explore opportunities for increased parking and economic enhancement of Millbrae Square.

4.13 Circulation Implementing Programs

Goal C1 — Provide a Circulation System Design that is Safe and Efficient

CIP-1 **Police Enforcement of Vehicle Code.** Provide for adequate Police enforcement to prevent excessive speeding, stop sign running and other unsafe vehicle operations.

CIP-2 **Traffic Safety.** Maintain and improve traffic safety by minimizing traffic accident potential and providing safe walking as part of new commercial projects.

CIP-3 **Residential Neighborhoods.** Assure appropriate ingress and egress, discourage through traffic, and post weight limits where appropriate in residential neighborhoods.

CIP-4 **City, Street and Highway Signage.** Maintain a street and highway signage program to increase driver familiarity with the area to direct traffic to appropriate streets and coordinate with CalTrans, BART and the San Francisco International Airport as appropriate on U.S. Highway 101 and Interstate 280 . Signage should not encourage use of City streets by through or non-Millbrae traffic.

CIP-5 **Street Maintenance Design.** Continue to implement the Street Maintenance Program using the computerized model for street maintenance to address local street maintenance, repair and resurfacing needs.

CIP-6 **Capital Improvement Program (CIP).** Continue to maintain a Capital Improvement Program (CIP) to identify street improvements and maintenance that will be necessary to achieve goals for traffic levels of service and other needs. The CIP should identify funding sources, including property taxes, special taxes, City share of gasoline and sales taxes, state funds, federal funds, developer fees, assessment districts, and private maintenance agreements. Additionally, the CIP will budget for traffic improvements identified in the General Plan.

CIP-7 **Sound Barriers Along Interstate 280.** Continue to work with CalTrans to implement the installation of sound walls along Highway 280.

CIP-8 **Street Tree Master Plan.** Continue to implement the Street Tree Master Plan and undertake other landscaping and street frontage improvements to improve the appearance of Millbrae streets, and assure the maintenance of El Camino Real median landscape to avoid site-distance problems.

Goal C2 — Participate in Regional Transportation Planning Efforts

CIP-9 **Funding of Regional Transit Projects.** Implement agreements with BART and San Francisco International Airport for the funding of improvements required to mitigate regional transit projects.

CIP-10 **U.S. 101 - Millbrae Avenue Interchange.** Complete the design and construction of the U.S. 101 - Millbrae Avenue Interchange by the year 2000.

CIP-11 **Stop Signs and Lights.** Maintain the City's system of stop signs and lights to ensure safe and efficient traffic.

Goal C3 — Provide Appropriate Local Street Improvements

CIP-12 **Millbrae Station Area Specific Plan Improvements.** Implement appropriate improvements to mitigate potential impacts on the City of Millbrae as identified in the Millbrae Station Area Specific Plan. Some of the potential improvements include:

a. U.S. 101/Millbrae Avenue Interchange Improvements
b. California Drive Extension
c. Adrian Road
d. Rollins Road and Garden Lane Intersection
e. Millbrae Avenue/El Camino Real Intersection
f. Millbrae Avenue/Rollins Road
g. Rollins Road/Adrian Road Intersection

In addition, identify ways to encourage bicycling in coordination with BART.

Goal C4 - Support Transit, TSM, and Bicycle and Pedestrian Circulation

CIP-13 **Local Shuttle Bus.** Consider a pilot program for a local shuttle bus, especially for seniors, travelling at regular intervals throughout the City.

CIP-14 **Bicycle Trail Master Plan.** Adopt a bicycle trail master plan to be coordinated with the efforts of adjacent jurisdictions including San Mateo County, the cities of Burlingame and San Bruno, and the San Francisco International Airport. The plan should assess existing trails to determine specific improvements to enhance the safety of trails, assess the use of trails by persons with disabilities, specify trail and signage standards, and identify trail alignment for pedestrian and bicycle use.

CIP-15 **TSM and TDM Requirements.** Continue to implement TSM and TDM requirements ithrough MTSMA and provide incentives to employers to hire locally.

Goal C5 - Provide Adequate Parking

CIP-16 **Airport Auto Storage.** Monitor airport auto storage services and require a permit so that adequate parking facilities are provided.

CIP-17 **Parking Enforcement.** Consider installing parking meters in the downtown and the use of electronic parking enforcement devices to turn downtown traffic over quickly.

CIP-18 **Westside Garage.** Consider construction of a transit-oriented Westside Garage to mitigate the impacts of the Millbrae Station for traffic arriving on the west side. Consider establishing a sticker system to provide sufficient parking for local resident commuter parking.

CIP-19 **Residential Permit Parking.** Continue to establish permit parking in residential neighborhoods as determined appropriate.

CIP-20 **Downtown Parking Study.** Identify ways to provide more parking in the downtown area.

CIP-21 **Enforcement of Millbrae Station Area Parking Regulations.** Enforce parking restrictions and monitor the spillover of parking around the BART station in coordination with BART.

CIP-22 **Recreational Vehicle and Boat Parking.** Continue to allow recreational vehicle and boat parking as designated in the Municipal Code since there are no feasible sites for concentrated parking of recreational vehicles and boats.

Millbrae Station Area Specific Plan

Millbrae Station

CalTrain/BART *(under construction)*

Regional Routes *(I-280, U.S. 101, SR 82)*

Principal Arterials

Minor Arterials

Collector Streets

Note: This map has been prepared for General Planning usage. The City of Millbrae is not responsible nor liable for use of this map beyond its intended purpose. For any specific parcel information, contact the City of Millbrae Community Development Department.

Map 4-2

Millbrae Street Classification System

Adopted November 24, 1998

Millbrae Station Area Specific Plan

Millbrae Station

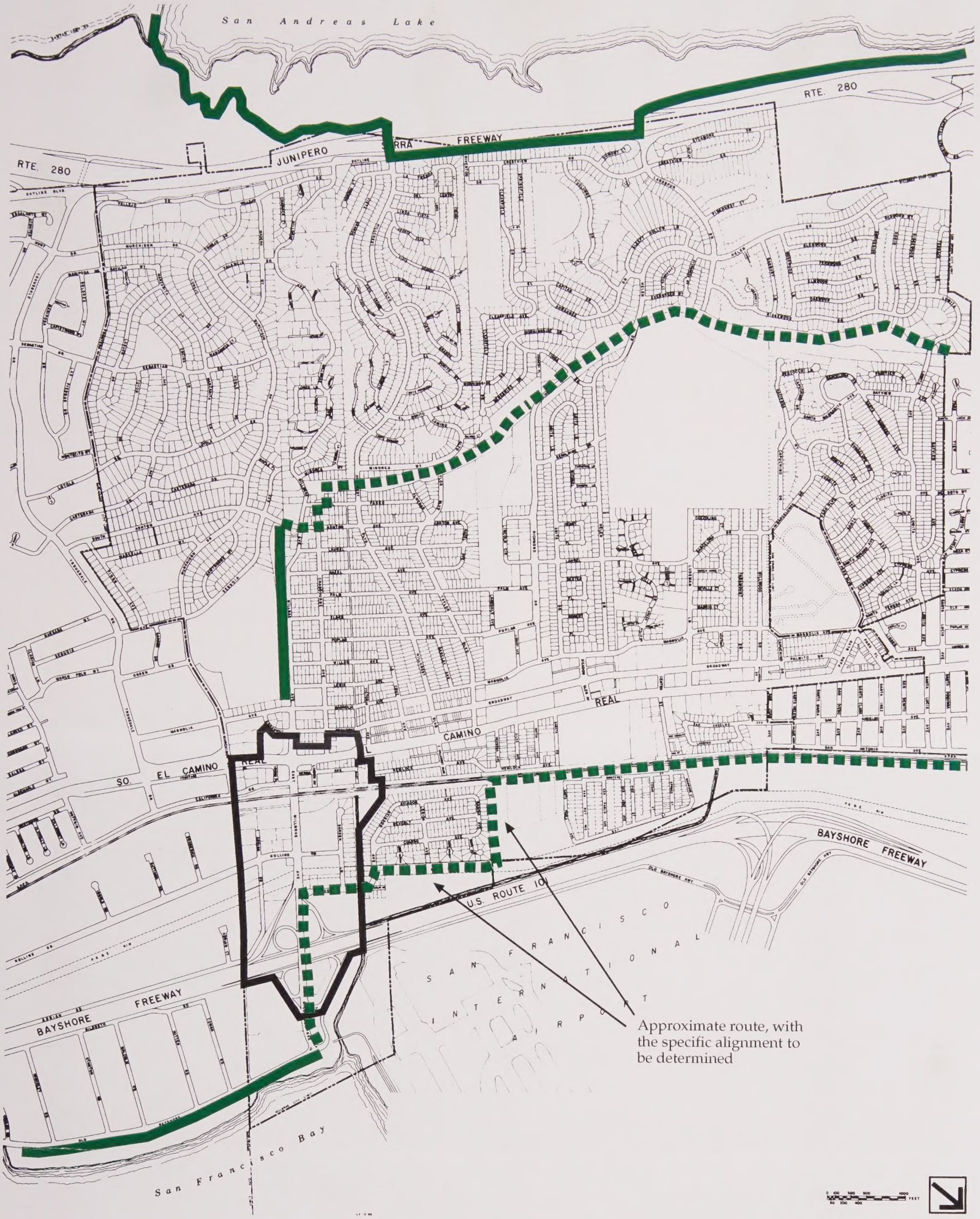
CalTrain/BART *(under construction)*

SamTrans Bus Routes Serving Local Streets

Note: This map has been prepared for General Planning usage. The City of Millbrae is not responsible nor liable for use of this map beyond its intended purpose. For any specific parcel information, contact the City of Millbrae Community Development Department.

Map 4-3

Millbrae Transit System


San Andreas Lake
RTE. 280
JUNIPERO SERRA FREEWAY
RTE. 280
SKYLINE BLVD
HURCHISON DR
LARKSPUR DR
HELEN DR
LORITA DR
MINORCA WAY
CASTILIAN DR
LAUREL AVE
CYPRESS AVE
FLORITA AVE
SANTA INES AVE
SANTA HELENA AVE
SANTA MARGARITA AVE
SANTA ROSA AVE
SANTA CRUZ AVE
SANTA LUCIA AVE
SANTA YNEZ AVE
SANTA TERESA AVE
SANTA CLARA AVE
SANTA ANITA AVE
SANTA BARBARA AVE
SANTA PAULA AVE
SANTA RITA AVE
SANTA MONICA AVE
SANTA ANA AVE
SANTA FE

Chapter 5

Housing Element

Housing Element

5.1 Introduction

The Housing Element plays a critical role in identifying housing needs which maintain the "balance" that exists in the type, tenure and affordability of housing in the City. This Housing Element is an update of the City's previous Housing Element, which was adopted by the City Council in December, 1986.

As required by State law, housing elements must address housing conditions and needs of all economic segments in the community. The City's approach to housing issues is expressed in four ways. The first is in the form of goals sought by the community. Second are Quantified Objectives, or short-range targets to achieve the goals. The third, and more specific aspect of the Housing Element, are policy statements.

The fourth and most dynamic part of the Housing Element are implementing programs, which are specific actions that the City or other identified entities will undertake to address policy issues and move closer to the community's goals. The City's housing goals, objectives, policies and programs are presented in sections 5.11 through 5.14 of this element.

5.2 Housing Element Requirements

All cities and counties in California are required to have a housing element as part of their general plan. The substantive requirements for a housing element are set forth in Article 10.6 and §65583 of the California Government Code.

> *"The housing element shall consist of an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, and scheduled programs for the preservation, improvement, and development of housing. The housing element shall identify adequate sites for housing, including rental housing, factory-built housing, and mobilehomes, and shall make adequate provision for the existing and projected needs of all economic segments of the community."*

The California Department of Housing and Community Development (HCD) is responsible for reviewing the housing elements of all cities in California for their compliance with State law requirements. When reviewing housing elements, HCD evaluates their effectiveness based on the sufficiency of the element for the following:

Table 5-1: Summary of Key Housing Element Issues

The Housing Element establishes programs to address housing needs and to maintain and protect existing housing and community character. The intent is to:

Maintain the Existing Quality of Life

(1) Assure property maintenance.
(2) Protect aesthetics and assure quality architecture and site planning.
(3) Maintain residential quality of life and services, and the integrity and high quality living environment of the City's residential neighborhoods.
(4) Protect and assure long-term maintenance of existing affordable housing.
(5) Monitor housing conditions.

Plan for Longer-Term Community Needs

(1) Respond to changing housing needs by considering housing in potential mixed use commercial/residential sites or potential re-use sites.
(2) Continue to address state law requirements for Housing Elements.
(3) Make a good faith effort to meet ABAG's regional housing needs.
(4) Provide housing within the Redevelopment Area.
(5) Respond to changing economic conditions.
(6) Provide for special housing needs (homeless, elderly, families, etc.).

Table 5-2: Definition of Housing Terms

Senior Housing. Defined by California Housing Element law as projects developed for, and put to use as, housing for senior citizens. Senior citizens are defined as persons at least 62 years of age.

Persons per Household: Average number of persons in each household.

Accessible Housing: Units accessible and adaptable to the needs of the physically disabled.

Housing Affordability: The generally accepted measure for determining whether a person can afford housing means spending no more than 25%-33% of one's gross household income on housing costs, including utilities, principle and interest. For example, a beginning school teacher earning $24,000 per year can afford $660 per month for housing. A beginning policeman or fire fighter earning $26,000 can afford up to $715.

Median Household Income: The middle point at which half of the City's households earn more and half earn less.

Lower Income Households: Defined by California Housing Element law as households earning less than 80% of the median income.

Income Limits: Income limits are updated annually by the U.S. Department of Housing and Urban Development (HUD) for San Mateo County. For many State and local programs, State Department of Housing and Community Development (HCD) income eligibility limits are used. HCD income limits regulations are similar to those used by HUD. In 1997, the HUD median household income for a family of four in San Mateo County as used for the City of Millbrae was $64,400 The January, 1997 income limits are:

- **Very Low Income Households:** Defined by California Housing Element law as households earning less than 50% of the median household income. A family of four earning less than $32,200/year is considered very low income.
- **Low Income Households:** Defined by California Housing Element law as households earning 50-80% of the median household income. A family of four earning between $32,200-$44,950/year is considered low income.
- **Moderate Income Households:** Defined by California Housing Element law as households earning 80-120% of the median household income. As of 1997, a family of four earning between $44,950-$77,280/year would be considered moderate income.
- **Above Moderate Income Households:** Defined by California Housing Element law as households earning over 120% of the median household income. As of 1997, a family of four earning above $77,300/year would be considered above moderate income.

(1) Identification and analysis of existing and projected housing needs and providing an inventory of resources and constraints relevant to meeting those needs.

(2) Identification of goals, policies, quantified objectives, and scheduled programs for preserving, improving and developing housing.

Housing Element law has been amended several times over the last ten years. The element is now required to address the needs of special housing groups, including homeless individuals and families. The analysis must contain a needs assessment of shelter for the homeless, a program to meet those needs, and an identification of sites suitable for emergency shelters and transitional housing. By 1992, housing elements were also required to include an analysis and propose programs to preserve assisted housing units that are "at-risk" of having subsidies terminated (Chapter 1451, Statutes of 1989).

5.3 Relationship to Other Elements

The goals and policies of all general plan elements must be internally consistent. Internal consistency of Millbrae's General Plan has occurred by

providing a common data base for analysis and by assuring that the goals, policies and actions of all elements are mutually supportive.

Preparation of the 1998 Housing Element
Local governments must "make a diligent effort" to involve all economic segments of its population in developing its housing element. Efforts to involve the general public in this update of Millbrae's housing element include open public meetings and workshops with the Planning Commission and City Council. Opportunities for written and oral comments occur at public hearings, and with the distribution of the housing element draft for agency and public review.

Outreach and publicity has involved all economic segments of the community include sending notices of the availability of products and announcements of work sessions and public hearings to the news media and groups or organizations involved in providing affordable housing or meeting special housing needs as well as the public in general.

Consistency With Other General Plan Elements
The Housing Element addresses all State requirements, including relevant legislation enacted subsequent to adoption of the 1985 element. It contains information on housing constraints and actions to deal with constraints. In coordination with the update of the entire City of Millbrae General Plan, this update of Millbrae's 1985 housing element reflects common base population, housing, land use, environmental and employment data.

The Housing Element includes information on the number of units required to meet Millbrae's housing need and its share of the regional need. Sites with development potential in accordance with the City's housing needs are evaluated. The entire General Plan, including this revised Housing Element, reaffirms the following City goals by:

(1) Acting as a guide for municipal decisions which effect the quality and quantity of housing.
(2) Maintaining housing growth within limits of available services.
(3) Maintaining Millbrae's present quality of life by balancing the availability of housing with other environmental considerations.

5.4 Future Trends and Projections

According to the Association of Bay Area Governments (ABAG), by 2015 San Mateo County is expected to have 280,990 households, an increase of about 40,000 households. ABAG predicts that if the shortage of affordable housing is not met it could seriously affect the overall regional economy.

Millbrae's housing conditions and needs are reflective of many area-wide and nation-wide trends. People are living longer, having fewer children and forming smaller households. There are more divorces, more single-parent households (especially those with a female head of household), more elderly households and more single-person households. With the City almost at "build-out", there are limited development opportunities and suitable sites remaining to address the City's housing issues.

Growth Projections
As of January, 1997, the State Department of Finance estimated there were 21,447 people, 8,238 housing units and 8,011 households in the City of Millbrae. Growth in population and households is expected to be fairly moderate as the City approaches build-out due to the limited availability of vacant land in the City. At build-out, the City is expected to have 24,860 people (17.8% more than in 1995) and 9,170 households (+14.3%). Development in the Millbrae Station Area Specific Plan area is expected to result in the most significant change, with a significant increase in local jobs—from 5,680 in 1995 to about 12,000 local jobs in 2015 (+111.3%).

Employment and Education Trends
Employment of Millbrae residents is high. Work force employment has remained steady at about 97% since 1970. There are slightly more than one-half as many jobs as workers in Millbrae. Of those that reported their place of work in 1990, about 85% worked outside of Millbrae. Jobs within the City are expected to more than double between 1995 and 2015. During the same period, San Mateo County jobs are projected to increase 35%. The number of employed residents in Millbrae is expected to increase from 9,900 in 1995 to 13,400 by the year 2015.

Millbrae residents are becoming better educated. In 1990 the percentage of high school graduates among

Table 5-3: San Mateo County Income Limits (1997)

Family Size	Very Low and Low Income (Less than 80% of Median)			Moderate Income (80%-120% of Median)		
	50%	65%	80%	90%	Median	120%
1	$22,550	$29,315	$31,450	$40,590	$45,100	$54,120
2	$25,750	$33,475	$35,950	$46,350	$51,500	$61,800
3	$28,975	$37,668	$40,450	$52,155	$57,950	$69,540
4	$32,200	$41,860	$44,950	$57,960	$64,400	$77,280
5	$34,775	$45,208	$48,550	$62,595	$69,550	$83,460
6	$37,350	$48,555	$52,150	$67,230	$74,700	$89,640
7	$39,925	$51,903	$55,750	$71,865	$79,850	$95,820
8	$42,500	$55,250	$59,350	$76,500	$85,000	$102,000

Source: Housing Division, San Mateo County, 1998

the residents increased to 84%, up from 75% in 1970 and 82% in 1980. In 1990, 24% of the population had four or more years of college compared with 14% in 1970 and 20% in 1980.

The average Millbrae household is slightly worse off financially than the average of the County. The estimated 1996 median household income in Millbrae is $53,811, while it is $55,679 for the county as a whole. The 1997 median income for various size households is shown below. These income limits provide the basis for housing programs.

Population Age

Millbrae's population is aging. The percentage of residents age 65 or older grew from 8% in 1970, to 13% in 1980, and then to an estimated 20% in 1996. The median age is 42 years. Between 1970 and 1980 there was a significant decrease in the number of children under 5. However, the number of children under age 5 is about the same in 1996 as it was in 1970. In 1996, about 17% of the City's population was under 15 years of age, compared to about 15% in 1980.

When compared to San Mateo County as a whole, Millbrae has fewer children under 15 (17% compared to 20%) and more elderly residents age 65 or older (20% compared to 13%). About one-quarter of the City's population is between 45 and 65. Twenty year forecasts for the Bay Area show a continuing increase in the proportion of persons over 45 and a levelling off of children and teenagers. Although, the Millbrae School Districts projects an increase of slightly more than 100 children between 1996-2002 (2,311 to 2,434).

Table 5-4: City of Millbrae Household Types (1997)

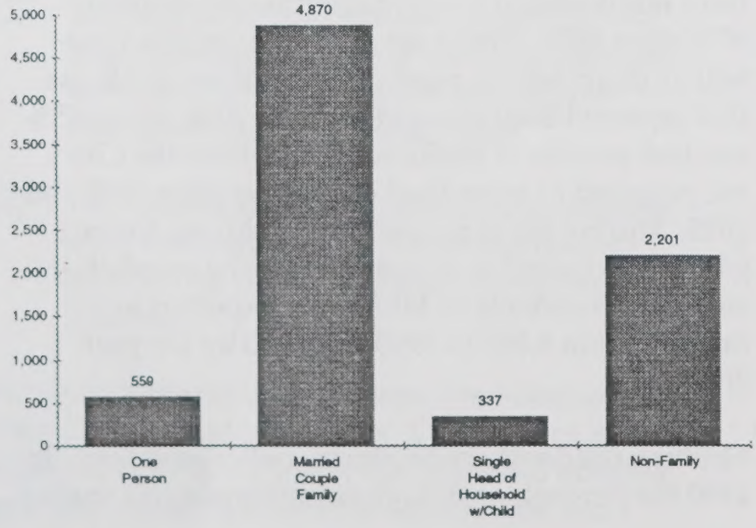


Table 5-5: City of Millbrae Renter and Owner Income (1997)

Tenure	Very Low Income	Low Income	Moderate Income	Above Moderate	Total
Owners	11%	16%	16%	57%	100%
Renters	27%	27%	22%	24%	100%
Total	17%	20%	18%	45%	100%

Source: 1990 U.S. Census

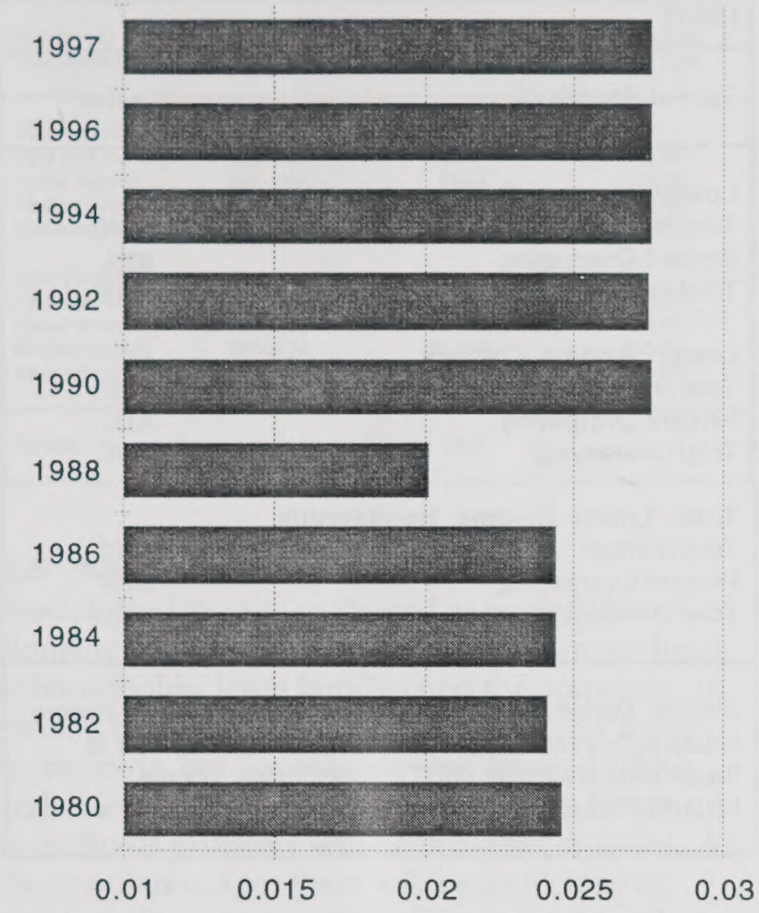
Household Trends

Average household size in Millbrae has decreased since 1970 from 3.01 to 2.53 persons in 1990. According to ABAG projections, by the year 2015 the average Millbrae dwelling will house 2.68 persons, slightly less than the projected County average of 2.80.

Based on the 1990 distribution of owners and renters, it is estimated that as of 1997 approximately 5,238 households own their home (64%) and 2,933 households are renter-occupied (36%). The income distribution of owners and renters is shown above.

A measure of housing availability is the vacancy rate. The generally accepted ideal vacancy rate is 4.5% to 5.0%, which indicates a good balance between supply and demand in the housing market to allow normal turnover among households. The City's vacancy rate as of January, 1997 was 2.76%. As shown below, the City's vacancy rate has held fairly steady at this level for the last 15 years.

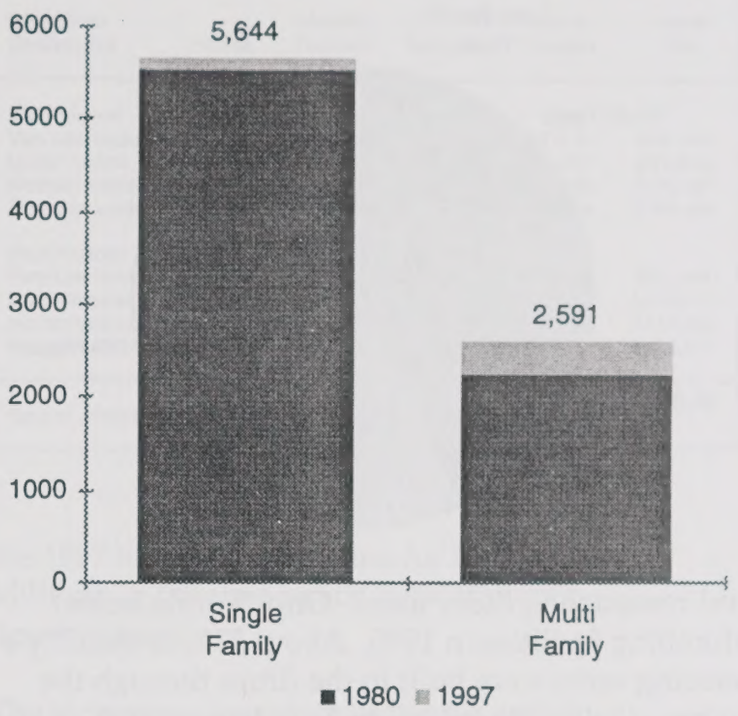
Table 5-6: City of Millbrae Vacancy Rate Trends (1980-1997)



Rents and sales price affordability are expected to be impacted by increasing demand for Millbrae housing from the anticipated increase in local jobs. In general, overcrowding and discrimination are more likely to occur when the rental vacancy rate is very low because property owners can be very or even unfairly selective in choosing potential tenants. Discrimination is difficult to quantify, although it is most likely to occur against families with children or on the basis of race or ethnic origin. The City, through its Community Development Department and the Redevelopment Agency, and the San Mateo County Human Resources and Fair Housing Commission, are the designated departments to provide housing information and referral services regarding fair housing laws.

A common standard for overcrowding is one or more persons per room. The 1990 census listed 191 units with more than one person per room, 109 of these were rentals. The regional goal for vacant units (4.5%) would relieve this scarcity and allow some consumer freedom in the marketplace.

Table 5-7: City of Millbrae Housing Types (1980-1997)



Housing Types and Conditions

As shown below, the diversity of housing types and sizes in the City provides a mix and range of choices. Single family detached housing comprise the largest single type of housing in the City with 64% of all units. Multi-family comprises 34% of the housing in Millbrae, including townhouses, condominiums and apartments. Most units added between 1980 and 1997 were multi-family units.

The City's housing stock is in good condition. In recent years there has been emphasis on repairing

Table 5-8: City of Millbrae Housing Types (1997)

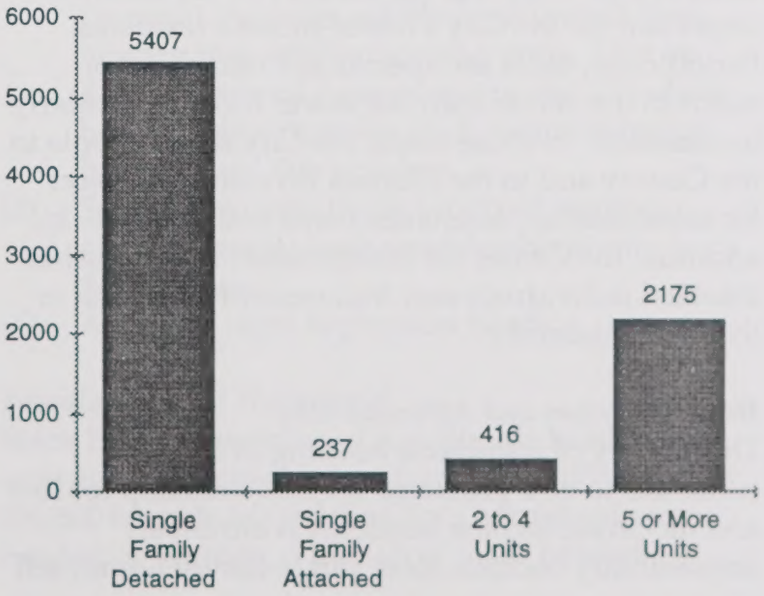
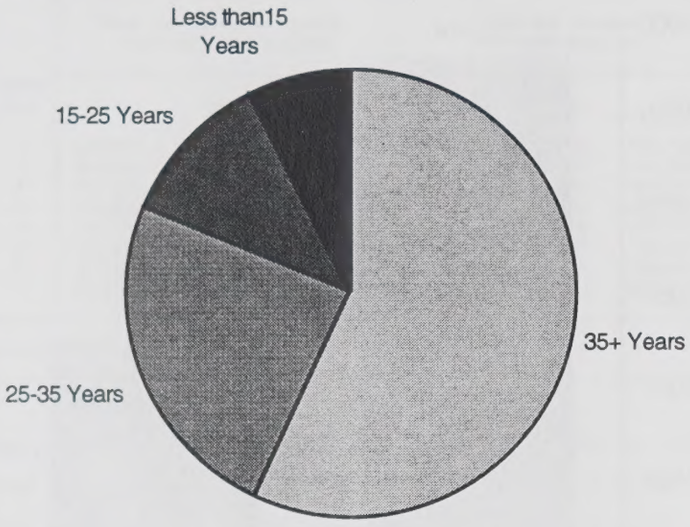


Table 5-9: Age of the Housing Stock City of Millbrae (1997)



and remodeling older units. Only 9 units lacked plumbing facilities in 1990. About 52% of the City's housing units were built in the fifties through the sixties. Only 624 units were built before 1939. A windshield survey in 1985 indicated that 60 housing units needed rehabilitation and an additional 5 units needed replacement. A current assessment of the City's housing stock indicates that less than 50 units need major rehabilitation except in the Garden Lane/Aviador Avenue area where ongoing code enforcement efforts and rehabilitation are required.

The City Council has authorized the funding of a fulltime Code Enforcement/Community Preservation Officer to help maintain standards. Over the next 15 years the City will take a more active role in monitoring housing conditions and assisting property owners in correcting serious deficiencies. Such a program may be especially important for the City's lower-income residents. Periodically, there are specialized rehabilitation needs in the community for lower income or elderly households. In those cases, the City refers people to the County and to the Human Investment Project for rehabilitation assistance loans and services. In addition, the Center for Independent Living assists disabled individuals and frail seniors who wish to live independently.

Housing Prices and Affordability

The scarcity of affordable housing in Millbrae continues to be a problem. Homeownership for low and moderate income residents is almost an impossibility because most single-family homes sell

Table 5-10: Estimated Lower Income Households Overpaying for Housing in the City of Millbrae (1997)

Type of Household	Number
Lower Income Renters	
Total Number	1,572
Percent Overpaying	83%
Total Overpaying	1,309
Lower Income Owners	
Total Number	1,393
Percent Overpaying	33%
Total Overpaying	464
Total Lower Income Households	
Total Number	2,965
Percent Overpaying	60%
Total Overpaying	1,773

Source: Derived by applying the distribution of lower income households overpaying in 1990 to the current number of households in Millbrae (1997). Note: Lower income households earn less than 80% of median household income.

for more than $350,000, and the median priced townhouse or condominium is over $280,000. Households with an income under $77,280 (120% of median income for a household of four) cannot afford to own housing unless they are able to increase their downpayment above the 20% level, or participate in some subsidy program.

It is estimated that as of January, 1997, 39% of all households in the City were considered lower income (earning less than 80% of median income) and 60% of all lower income households were considered "overpaying" households - devoting more than 30% of their income on housing.

This impact of higher housing prices is more severe for lower income households since they have less disposable income or savings. The exclusion of low-income families from the ownership market increases demand for rental housing, causing rents to rise. Current rental rates are barely affordable for households earning 100% of median income. As with many Bay Area communities, the problem in Millbrae is twofold: Affordability for lower income households; and, the supply or availability of units.

Table 5-11: Rental Affordability (1997)

Household Size/Income	Income	Rent @ 30% of Income	Expected Unit Type
Two Persons			
Very Low Income	$25,750	$644	1-2 BR
Lower Income	$35,950	$899	1-2 BR
Median Income	$51,500	$1,288	1-2 BR
Moderate Income	$61,850	$1,546	1-2 BR
Four Persons			
Very Low Income	$32,200	$805	2-3 BR
Lower Income	$44,950	$1,124	2-3 BR
Median Income	$64,400	$1,610	2-3 BR
Moderate Income	$77,300	$1,933	2-3 BR

Source: Housing Division, San Mateo County, 1998

Table 5-12: Owner Affordability (1997)

Household Size/Income	Income	Monthly Payment	Mortgage	Down Payment	Home Price
Two Persons					
Very Low Income	$25,750	$536	$58,629	$6,514	$65,144
Lower Income	$35,950	$749	$81,853	$9,095	$90,948
Median Income	$51,500	$1,073	$117,259	$13,029	$130,287
Moderate Income	$61,800	$1,288	$140,710	$15,634	$156,345
Four Persons					
Very Low Income	$32,200	$671	$73,315	$8,146	$81,461
Lower Income	$44,950	$936	$102,345	$11,372	$113,717
Median Income	$64,400	$1,342	$146,630	$16,292	$162,922
Moderate Income	$77,280	$1,610	$175,956	$19,551	$195,507

Source: Housing Division, San Mateo County, 1998

5.5 Special Housing Needs

Special need groups evaluated as part of the Housing Element include the elderly, female-head of households, large families and the homeless. In general terms, Millbrae is faced with a few more households, but households with fewer children and more older people. On the average, future households probably will have higher incomes. As the population ages there will be an increasing number of persons reaching the age where either their income or health, or both, generate the need for assistance in obtaining appropriate shelter.

Senior Housing

Millbrae has historically had a higher percentage of seniors than the County as a whole. This trend is expected to continue as the population throughout the county continues to age. While 20% of population is age 65 or older, more than 30% of all households are headed by someone over 65. Of these senior households, 39% are very low income, 16% are low income, 15% are moderate income, and 29% are above moderate income.

It is anticipated that at least one-third of the new households added between 1995 and 2015 will be senior households. Elderly households are generally smaller in size. According to a private study conducted by Haran Hall Limited, the average senior unit in the Bay Area houses 1.2 persons as compared to the current average household size in Millbrae of 2.76.

The City has already assisted with the development of Green Hills Retirement Center and has sponsored the 1997 housing bond issue for Magnolia of Millbrae, a 158-unit senior assisted living development.

The increasing longevity of people and the increasing number of seniors in the population in San Mateo County and Millbrae will create some additional need for affordable housing and specialized housing for older residents. This has the following implications:

(1) Senior households on fixed incomes have limited resources for home improvements to maintain their homes, which underscores the importance of programs such as Homesharing and Reverse Annuity Mortgages, provided through the contract with the Human Investment Project.

(2) Many seniors become "trapped" in large houses, due to property tax and house payment increases which would result from moving into smaller housing units. City or Redevelopment Agency-sponsored affordable housing opportunities, such as homesharing, help address this problem.

(3) Seniors are often limited to fixed incomes, although many have considerable equity in their homes.

(4) Adapting units to physical needs.

Female-Head of Household

Since 1970, the number of households headed by women has increased significantly. In 1990, almost 8%(600 households) of the City's households were headed by women, with half of those headed by

women with children. Women in the housing market, especially the elderly, low and moderate income and single-parents, face significant difficulties finding housing. This has the following implications:

(1) Both ownership and rental units are extremely expensive relative to the incomes of many people in this population category.
(2) Generally, throughout the Bay Area, there is the greatest incidence of discrimination by landlords against women with children, according to the Legal Aid Society.
(3) Elderly women are often "trapped" in a house that is too large for their needs and too expensive to maintain.
(4) There is a need for specialized services to assist women, such as transportation for the elderly, child care for working mothers with young children and special security needs.
(5) Tapping the unused housing stock through shared housing programs.

Housing for the Physically Disabled

Almost 6% or 830 of Millbrae's non-institutionalized population aged 16-64 has a work disability; 39% of the disabled are prevented from working. Of the 13,833 persons in the 16-64 age group, 170 have a public transportation disability. This is a term used in the U.S. Census to describe those who are unable to use normal public transportation facilities. Of the 2414 persons over 65 years of age, 281 have such a disability.

Persons with a disability quite often need special housing facilities, and those unable to work may need financial assistance for housing. Based on available data, it is estimated that about 2% of the new units constructed in the City should be available for the physically disabled. Several considerations related to housing for physically disabled people include:

(1) As the proportion of seniors in the City's population increases, handicapped accessible housing will become even more needed.
(2) Consideration should be routinely given to handicapped dwelling conversion (or adaptability) and site design in new or renovated construction.

Family Housing

Family housing encompasses a wide range of housing need. These needs include female-headed households (discussed previously), single persons, married couples, large families (with five or more persons), families with children and non-family households.

It has generally been the policy of the City to maintain a balance of households and to meet the housing needs of its diverse population. Family housing, especially for low- and moderate-income families, is a need in Millbrae. Specific needs include young adults and single parents, who generally have lower earnings which can exclude them from the ownership housing market. It is estimated that in 1996, the number of younger householders (ages 25 to 44) in Millbrae encompassed 33% of the households, compared to 43% Countywide. Of these younger households, 10% are very low income, 11% are low income, 22% are moderate income, and 57% are above moderate income.

Large families, with five or more persons, also have special housing needs. There were 705 households (9%) with five or more persons in Millbrae in 1990. Discussions with County Housing Authority staff indicate a need for large family affordable units.

Housing Needs of Farmworkers

State law requires that housing elements evaluate the needs of farmworker housing in the local jurisdiction. The general conclusion of the ABAG Housing Needs Determinations study in 1988 is that there is no additional need for farmworker housing in the Bay Area. In Millbrae, the 1990 U.S. Census showed that 55 Millbrae residents were employed in farming, forestry and fishing occupations. This low number and fact that many of these people are employed in wholesale and horticulture businesses indicate that there are no localized needs for seasonal or other types of farmworker housing.

Homeless Individuals and Families

There are few, if any, homeless individuals in Millbrae in need of emergency shelter. A study of homelessness was prepared in 1990 by the Hunger and Homeless Action Coalition of San Mateo County and the Board of Supervisors. In 1989, according to the study, there were 8,655 people -

1.3% of the population (including roughly 3,600 children) - who were homeless for some period in San Mateo County. The coalition calculated its homeless figure from case files at 43 public and private assistance agencies in San Mateo County.

According to the study, in the 1980's there was a need for 8,218 housing units for low and very low income people in San Mateo County and only 1,250 (15%) were produced. The study recommends:

(1) San Mateo County take a leadership role with the cities in developing a sub-regional planning mechanism to develop or purchase existing housing for low income people using redevelopment agency funds.
(2) San Mateo County and cities develop at least 12,000 units of subsidized housing (in combination with rental subsidies) to begin to meet the identified need.

A network of public and private organizations provide emergency housing assistance to residents of central San Mateo County (Millbrae, San Mateo, Belmont, Burlingame, and surrounding areas). Public funds for emergency aid for housing are dispersed principally through the San Mateo County Human Services Department. Private organizations which dispense emergency assistance for housing include: (1) Catholic Social Services, a church-supported assistance organization; (2) Interface Networks for Community Help (INCH), a social services program sponsored by 75 San Mateo County churches; (3) The Salvation Army, which operates several emergency assistance programs in the central County area; (4) The Emergency Housing Consortium, which operates a small family shelter in Menlo Park; (5) Shelter Network, Inc., which operates three shelters in the county; (6) Samaritan House, which operates a family kitchen, clothes closet and the San Mateo Armory Shelter (winter only); and (7) Human Investment Project, which builds and operates very low income shared homes and provides homesharing opportunities countywide.

The directors of the various emergency assistance programs in San Mateo County gave the following priorities for unmet emergency housing assistance need:

(1) An overnight facility for single adults in central San Mateo County. The Director of INCH believes that such a facility would be used almost exclusively by San Mateo County residents due to the unmet demand in central San Mateo County.
(2) A seasonal facility to house indigent single adults.
(3) A community facility or half-way house to temporarily orient individuals released from state or community mental institutions.
(4) A community facility or half-way house to temporarily orient individuals released from correctional facilities.
(5) An emergency/temporary shelter for homeless elderly and disabled residents to allow these individuals an opportunity to apply for government assistance.
(6) An information center for the residents of Millbrae, San Mateo, and surrounding communities.

The Millbrae Zoning Ordinance does not establish impediments for construction of emergency shelters, although emergency shelters are not specifically identified in the Zoning Ordinance. Whether it would be appropriate to locate a shelter in Millbrae is an issue for further consideration. It may be more appropriate to concentrate facilities and social services support in a more central location in the county to provide easier access for the homeless population in the county. In the event of a significant disaster, such as an earthquake, Millbrae's emergency plan includes use of the City's Community Center and school buildings within the City for emergency shelters.

Revisions to the Zoning Ordinance may be necessary to appropriately define standards where an emergency shelter could be located. Under a Use Permit, the City could apply standards for emergency shelters as conditions of approval addressing a variety of issues related to: (1) exterior design (such as landscaping, lighting and parking); (2) interior features (such as safes, laundry and shower facilities); and (3) shelter operations (such as house rules or shelter operation).

Potential Loss of Assisted "At-Risk" Units

Section 65583 (a)(8) of the State Government Code requires the analysis and a program for preserving

assisted housing developments that are eligible to change to non-low-income housing during the next ten years and to adequately plan for preventing or minimizing tenant displacement and reduction in the local affordable housing stock. The section further defines assisted housing and describes the analysis to be undertaken. The California Housing Partnership Corporation has published the Inventory of Federally Subsidized Low-Income Rental Units and Risk of Conversion, March 1, 1989. Review of this publication reveals that there are no "at-risk" units in the City of Millbrae. City staff conducted an evaluation of existing units and found that no units were at-risk over the next ten years.

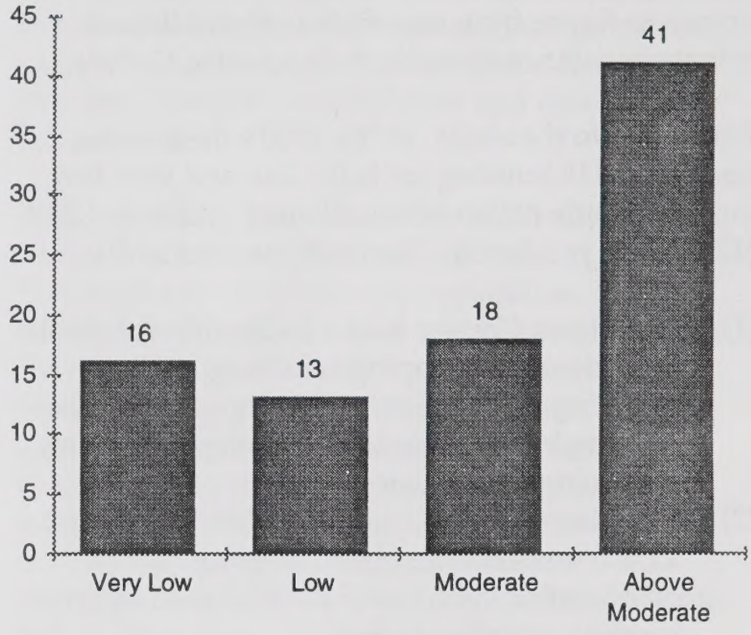
5.6 1988-1999 ABAG Housing Needs Determinations, Recent Construction Activity and Future Housing Development Potential

1988-1999 ABAG Housing Needs Determinations
The Association of Bay Area Governments (ABAG) is responsible by State law for preparing projections of housing needs for each Bay Area city and county. ABAG has produced housing need figures for Millbrae from 1988 to 1999 for various income group needs. The City reviewed the need figures when they were prepared and found them generally consistent with the City's General Plan.

The graphic below shows the ABAG Housing Needs Determinations for 1988-1999. ABAG's intent with respect to household income distribution in Millbrae is to maintain the 1980 distribution of very low, low, moderate and above moderate income households, which is consistent with what the City has tried to achieve in the policies and programs of the 1985 Housing Element.

ABAG's determination of the local share of the regional housing need takes into consideration the following factors: market demand for housing; employment opportunities; availability of suitable sites and public facilities; commuting patterns; and the type and tenure of housing. ABAG calculated the 1988 existing need, defined as the short-fall between the actual vacancy rate in the City and the optimal vacancy rate of 4.5 percent (which is a regional goal), and then determined a projected housing need to 1995 (which has now been extended to 1999) based on the number of units to accommodate projected household growth and the additional units to achieve optimal vacancies.

Table 5-13: City of Millbrae ABAG Housing Needs Determinations (1988-1999)



The existing need number for Millbrae calculated by ABAG is 85 units. In considering existing need, attention also should be given to the number of units needed to replace substandard structures and substandard living conditions such as overcrowding and overpayment.

State law requires that the needs of all income levels be considered, and that the distribution of regional housing need seek to avoid impact on communities with relatively high proportions of lower income housing. ABAG has projected housing needs for the 1988-99 period based on the factors listed above. The projected need is the number of units needed to accommodate expected household growth and the

Table 5-14: Distribution of ABAG Housing Needs (1988-1999)

Jurisdiction	Very Low Income	Low Income	Moderate Income	Above Moderate
City of Millbrae	18%	15%	20%	47%
San Mateo County	19%	16%	21%	44%
Bay Area	20%	15%	22%	42%

Source: ABAG Housing Needs Determinations (January, 1989)

Table 5-15: San Mateo County Housing Needs (1988-1999)

Amount	Very Low Income	Low Income	Moderate Income	Above Moderate	Total Projected Need
Number	4,953	4,092	5,340	11,196	25,581
Percent	19%	16%	21%	44%	100%
Number	56,896	42,445	60,948	117,382	277,671
Percent	20%	15%	22%	42%	100%
Percent of Total Bay Area Housing Need	9%	10%	9%	10%	9%

Source: ABAG Housing Needs Determinations (January, 1989)

community's share of projected regional housing need. The projected need for the City of Millbrae, 88 units, includes the 85 units of existing need.

The table on the previous page shows a percentage comparison between the City of Millbrae and San Mateo County as a whole, and in relation to the Bay Area as a whole, in regard to percentage distribution of very low, low, moderate and above moderate housing units.

Recent Construction Activity

Over the past nine years (1988-1996), 279 housing units were added to the City's housing stock (which is over two-thirds of the 391 units projected in the 1985 Element and 191 units more the total number of units identified in the 1988-1996 ABAG Regional Housing Needs Determinations). In addition, 23 units were approved in the Magnolia of Millbrae project for very low and low income households (6 short of the very low and low income need). According to a March, 1989 Bay Area Council survey, San Mateo County as a whole met 12% of its total lower income need between 1980 and 1990.

Loss of Units in Garden Lane

There will be 202 units removed from Garden Lane as a result of the BART extension to San Francisco Airport. BART will be providing relocation assistance for displaced residents. To the extent possible, within existing constraints, units lost will be replaced in the Millbrae Station Area Plan.

Housing Development Potential

One of the primary features of the housing element is the identification of lands suitable for residential development. This identification should include review of vacant sites and sites that potentially could be reused for a different or more intense residential use. Also to be reviewed are the relationships of the sites to zoning, public facilities and services. State law requires that local governments zone sufficient vacant land for residential use at standards and densities appropriate to meet housing needs of all economic segments, as identified in the general plan. The following sites have potential for housing:

(1) Chadbourne School site, bounded by Magnolia, Millbrae, Lewis and Chadbourne. The zoning is R-3 which, on the approximately 84,000 square foot site, would support 84 units. The site has potential for affordable housing for low income elderly and/or moderate income households. Zoning for elderly persons would allow 158 units. The City has extended a previous approval repeatedly, and has now sponsored bond financing and issued building permits. A project for 158 senior units is under construction to be completed in 1998.

(2) Downtown Area (Broadway-El Camino). Recent City approvals have been given to mixed use projects in this area, one or two levels of apartments over retail stores. Zero setbacks make on-site parking infeasible. This problem has been mitigated by requiring a one-time payment to the City's Parking Fund. Potential exists in this area for an undetermined number of additional units on 25' x 100' or 50' x 100' lots. It is reasonable to assume under current zoning that an additional 20 units would be possible in this area within the next five years.

(3) Millbrae Theater Parking Lot, between El Camino Real and Broadway, north of Millbrae Avenue. This site is approximately 70,000 square feet in area, zoned half R-3 and half C-1. It is located within the Millbrae Avenue Station Area Specific Plan study area. The potential exists for mixed use which would include ground-floor retail and apartments on perhaps two upper floors. Depending on design and parking arrangements, the potential may exist for 200 units.

(4) Downtown Area (Broadway-El Camino). Properties adjacent to two City-owned parking lots could be developed for housing, yielding up to 200 units.

(5) School Sites. The Millbrae School District may surplus a site over the plan period which might yield up to 200 units. Rezoning would be required for this to occur.

(6) BART Station Area. Planning for the BART Station Area is underway. While the location near U.S. 101, San Francisco Airport and the rail corridor are not ideal, every effort will be made to include a housing component in the plan, with about 290 mixed use units possible.

(7) "Millbrae Bowl" Site. This approximately 2.7 acre site on El Camino Real is zoned C-1 but can be developed as a residential use with a Use Permit and has the potential for up to 150 housing units.

Ability of the City of Millbrae to Meet the 1988-1999 Regional Housing Needs

The conclusions of this analysis is that the City has adequate sites to meet ABAG's 1988-1999 Housing Needs Determinations, including sufficient sites zoned at higher densities and with adequate services and utilities to allow higher density, more affordable housing can be developed.

In regard to low and moderate income housing, ABAG's Regional Housing Needs Determinations call for the development of 47 units affordable to very low, low and moderate income households between 1988-1999. As shown in Table 5-16, a sufficient number of units in these income categories have already been built, approved or are possible. Higher density projects offer the potential for a significant number of units, well above the remaining units needed. Specifically, the Magnolia of Millbrae project includes 23 low income units, and projects proposed in the Redevelopment area will require 15% low and moderate income units

The Millbrae Redevelopment Agency has funded a first time homebuyer program for School District employees and expects to provide loans for 20 households below 120% of median income in the next two years.

Table 5-16: ABAG Housing Needs Compared to Units Constructed, Approved or Possible Based on the Programs in the Housing Element

Category	Very Low Income	Low Income	Moderate Income	Above Moderate	Total
ABAG 1988-1999 Need	16	13	18	41	88
Percent	1%	1%	1%	2%	5%
Units Built or Approved 1988-1997	10	13	75	281	379
Additional Units Possible	6	111	124	868	1,109
HIP-20 Second Units	*0*	*0*	*3*	*0*	*3*
HIP-22 Smaller Units	*0*	*5*	*15*	*0*	*20*
HIP-23 New Housing	*6*	*106*	*106*	*868*	*1,086*
Over ABAG Need (+)	+0	+111	+181	+1,108	+1,400

Source: ABAG Housing Needs Determinations (September, 1988) and Community Development Department (1997).

The Housing Element establishes policies and programs to address unmet needs. In addition, The City of Millbrae is a member of the San Mateo County HOME Consortium, whose Comprehensive Housing Affordability Strategy (CHAS) was adopted by the San Mateo County Board of Supervisors in December, 1993.

The accomplishments of the City's Redevelopment Agency are a significant factor in achieving the City's housing goals. State redevelopment law requires that 20% of the tax increment generated in the Project Area be used for the purposes of increasing or improving the community's supply of very low, low and moderate income housing. State law also mandates that redevelopment agencies use housing set-aside monies in a timely manner, or otherwise forfeit these funds to other public agencies with housing responsibilities. At the conclusion of fiscal year 1993-94, the Agency had $3,012,000 unexpended and unencumbered in the housing fund. The Redevelopment Plan was adopted less than 10 years ago, in 1988.

California Redevelopment Law incorporates inclusionary housing requirements which mandate the dwelling units for low and moderate income households. When the Agency does not directly develop or substantially rehabilitate units, at least 15% of all new or substantially rehabilitated units in a Project Area must be affordable to low and moderate income households. Of the 15% reserved, 40% must be restricted to very low income

households. The Agency's 10-year program calls for about 200 units of multi-family housing. Of these, about 100 units are planned for the timeframe of this Housing Element. If 200 units are developed in the Agency's Projects, the Agency's inclusionary responsibility will total 30 units, of which 12 must be affordable to very low income households.

The City offers the potential through allowable densities and the planned district zoning to meet its total housing need and its affordable housing need for low and moderate income housing as identified in ABAG's 1988-1996 Regional Housing Needs Determinations. The primary obstacle to providing more affordable housing is the lack of land in a built-out city. Programs in the Housing Element include the actions of the Redevelopment Agency to establish ways to address this issue.

In addition, lower priced market rents are affordable to moderate income households. Therefore, any market rate rental project has the potential to help meet the City's need for moderate income housing. In addition, a significant number of townhome and condominium units are rented, according to the 1990 U.S. Census. Thus, even though a particular site is developed for "ownership" housing, there will be a significant number of rental units which would be available at moderate income-affordable prices.

It is apparent that the City will be able to meet its overall new construction needs, if present trends continue. It will be more difficult for the City to meet its very low and low income housing needs. Specific implications include:

(1) With such need for low and moderate income Below Market Rate (BMR) units, the City needs to continue to pursue funding for affordable housing, such as CDBG, Redevelopment Agency, federal and state programs, etc.

(2) With limited new construction programs, rental subsidy programs applied to existing units, such as the Section 8 program, are ways to provide an opportunity for low- and moderate-income households to find needed housing in the marketplace.

(3) Future workers holding jobs in projects surrounding the BART Station will create an additional demand for local housing.

5.7 Potential Non-Governmental Housing Constraints

State law requires an analysis of potential and actual governmental and non-governmental constraints to the maintenance, improvement and development of housing for all income levels. The Housing Element must identify ways, if any, to reduce or overcome these constraints in order to meet the City's housing needs.

Environmental Constraints

The upper slopes of Millbrae are vulnerable to sliding in some locations, unless care is taken to investigate the site and design proper precautions. This is a constraint that increases the cost of housing in these areas. Some of the lower areas of Millbrae are subject to periodic, short term flooding. This problem also increases the cost of site preparation and construction in these areas.

Another potential problem with some sites in Millbrae is noise. Sites within the 65 CNEL of San Francisco Airport and sites close to the rail corridor and U.S. 101 would require noise mitigation in construction. This would increase the cost of housing in those areas. The City currently has an Aircraft Noise Insulation Program funded by San Francisco Airport for $14 million insulating 2,000 at risk homes in the 65 CNEL area. The project will be completed in the year 2000.

Land and Construction Costs

The price of housing has risen since the late seventies at a much faster rate than household income. Contributing factors are the costs of land, materials, labor, financing, fees and associated development requirements, sales commissions and profits. Another factor is the increasing perception of housing as a commodity for speculation.

Lots for single-family dwellings are scarce and the few that are available are priced at about $150,000 fully improved. Building construction costs are estimated to be $81.13 per square foot (International Conference of Building Officials "Building Standards" April, 1990). Using these figures, a 2,000 square. ft. dwelling would cost $312,260 for house

Table 5-17: Financing Costs (1997)

Loan Rate	$125,000 Home Price		$350,000 Home Price	
	Monthly Payment	Needed Income	Monthly Payment	Needed Income
7%	$833	$30,273	$2,331	$84,764
8%	$918	$33,364	$2,569	$93,418
9%	$1,006	$36,591	$2,818	$102,455
10%	$1,098	$39,909	$3,073	$111,745
11%	$1,191	$43,318	$3,336	$121,291
12%	$1,286	$46,773	$3,602	$130,964

Source: Loan Amortization Tables

and lot. With profit and commission selling price would be at least $375,000.

Rental construction has become increasingly costly due to the same factors as single family houses. For these reasons and the fear of rent control, many developers prefer to use scarce land to build units for sale in order to realize an early profit and minimize risk. Units for sale also are easier to finance during construction.

Financing

Financing for above moderate or market rate housing is not restrained for those who can qualify. It is difficult, however, for first-time buyers without capital or equity to qualify for financing without incomes near $100,000. Financing is difficult for senior housing and apartments unless there is governmental or non-profit subsidy. This issue has not been fully explored due to the limited number of sites for development and corresponding lack of developer interest.

The table below shows an example of housing costs. Each $50,000 financed with a 30-year mortgage at 10.5% would cost $457.37 per month. So a $200,000 mortgage, for example, would require monthly payments of $1829.48 and an annual income of about $66,500.

Affordability

According to the Real Estate Research Council of Northern California, the value of single family houses on the San Francisco Peninsula increased 107.9% between April 1985 and April 1990. In Millbrae, the increase in constant 1988 dollars (15%) between 1981 and 1988 was $197,663 to $325,938 or 65%. Median rent during this period also increased 65% from $391 to $647.

During the eighties, Millbrae's mean household income increased from $49,518 to $56,900. Incomes were outdistanced by the pace of rentals and single family housing. The estimated 1996 average household income was $67,537.

The relationship between the cost of housing and household income is the measure of affordability. The discussion above identifies housing costs for those occupying housing. For those seeking housing the costs are slightly greater. The median value of owner-occupied units is less than the median asking price of the units for sale; and the median rent is less than the median price asked for units for rent.

San Mateo County defines "affordable" as housing with a contract rent or price affordable to low and moderate income households, based upon: rent not exceeding 30% of monthly income and; monthly mortgage payment not exceeding 33% of gross monthly income.

Assuming a 20% down payment, a $375,000 home financed for 30 years at 10.5% would require payment of about $2,744 a month and an annual income of $99,790. According to this simplistic analysis, which considers only income and not assets, a majority of Millbrae's households could not afford the median valued home for sale. On the other hand, many of Millbrae's households could easily afford the $838/month median valued rental.

5.8 Potential Governmental Housing Constraints

As with other cities, Millbrae's development standards and requirements are intended to protect the long-term health, safety and welfare of the community. In general, Millbrae's development standards and requirements are comparable to many other communities in the Bay Area.

Land Use Regulations

There are many locally imposed land use and building requirements that can affect the type, appearance, and cost of housing built in Millbrae. These local requirements include zoning design standards, development fees, parking requirements,

subdivision design standards, and architectural review. Other building and design requirements imposed by Millbrae follow the state laws, the Uniform Building Code, Subdivision Map Act, energy conservation requirements, etc.

Millbrae's land use regulations, by Peninsula standards, are not unduly restrictive. Single family lot minimum size is 5,000 square feet and typical apartment density is 43 units per acre. In fact, there is some local concern that apartment density is too high. In addition, the zoning districts are cumulative which allows residential as a conditional use in commercial districts.

There are a few factors, however, that may discourage or increase the cost of residential development. These are described below:

(1) Some of the few remaining potential housing sites contain physical problems that could be resolved more easily through the use of flexible zoning regulations. Millbrae's zoning ordinance does permit a planned development; however, the procedure is hampered by the requirement for a minimum 5 acre site size. Few 5 acre sites remain. This portion of the code could be amended. The procedures for PD's could also be simplified to encourage innovative, economical design.

(2) In December, 1984, the City Council adopted findings and Ordinance 489 pursuant to Government Code Section 65852.2 (c) precluding second units in R-1 districts.

(3) The City amended its zoning regulations to facilitate housing for seniors which, under certain circumstances, could allow smaller units, less parking and correspondingly higher densities than conventional units. It is appropriate to develop and consider special regulations for housing for seniors.

(4) Millbrae has not adopted regulations regarding the placement of factory-built housing on foundations on residential lots. However, such units are not precluded and at least one exists.

Table 5-18: City of Millbrae Residential Zoning Requirements (1998)

Zone	Minimum Lot Requirements Area (sf)	Width (ft)	Depth (ft)	Setbacks Front (ft)	Side (ft)	Rear (ft)	Building Height (ft)	Density (Units/Acre)	Parking Requirements
R-1-LD	10,000	50	80	20	5	10	30	4.3	2 Covered
R-1	5,000	50	80	20	5	10	30	8.7	2 Covered
R-2	5,000 (triplex-7,500)	50	80	20	5	10 (15 ft for triplex)	30	17.4	2 Covered/unit
R-3	5,000	50	80	20	5	5 feet plus	40 feet or three floors	43.5	Studio–1; One Bedroom-1.5; Two Bedroom-2
R-G	5,000	50	80	20	7	15	35	29	1.5/unit
R-M	15,000	50	80	20	10	15	75 feet or 6 floors	4 Floors-81; 5 Floors-87; 6 Floors-93	1.5/unit

Source: City of Millbrae Community Development Department (1998)

Table 5-19: City of Millbrae Fees (1998)

Item	Fees
Negative Declaration	
No Potential Adverse Impact	$285 + Preparation Cost
Potential Adverse Impact	$1,849 + Preparation Cost
Categorical Exemption	$75
Planned Development	$1,944
Single Family Use Permit	$75
Single Family Variance	$289
Amendment	
General Plan	$1,882
Zoning	$1,882
Parcel Map	$625
Subdivision Map	$1,117
Design Review	
New Construction	$647 + Supplemental Costs
Residential Addition	$463 + Supplemental Costs

Building Code

Millbrae uses the Uniform Building Code (UBC) which sets minimum standards for residential and all other structures. The standards may add material and labor costs but are felt to be necessary minimums for the safety of those occupying the structures. Modification of the code in order to reduce the cost of housing would not be appropriate if it reduced safety or impacted adversely on neighboring properties.

The City does enforce energy conservation standards enacted by the State. The standards may increase initial construction costs but over time will result in reduced energy costs.

Building Code enforcement practices can have an impact on affordable housing stock. Millbrae's enforcement is complaint-driven, as are those of 70% of the local governments surveyed by the State Department of Housing and Community Development. As an alternative, the City could be more alert to early stages of deterioration and direct owners to remedial programs.

Environmental Requirements

Environmental protection requirements, including protection of endangered species, may add time to the development process and additional cost where it is necessary to evaluate the effects of the project and mitigate effects which are adverse. Millbrae follows the procedures set forth in the California Environmental Quality Act (CEQA) and Guidelines. Fees charged for CEQA processing barely cover costs involved.

In general, sites with significant environmental problems are not recommended for consideration for affordable housing. Sites on the upper slopes of Millbrae that may be available for housing would be more expensive to develop due to known geotechnical problems.

Dedications and Fees

Local fees add to the cost of development; however, particularly after Proposition 13, cities are concerned with the need to recover processing costs. A review of other San Mateo County cities concludes that Millbrae's fees are comparable by Peninsula standards, with no specific infrastructure development fees since the City's infrastructure is essentially built out. Line item fees related to processing, inspections and installation services are limited by California law to the cost to the agencies of performing these services.

Service and Capacity Constraints

By the end of the century, Millbrae is expected to experience only a slight increase in population and housing units, but a more significant increase in

local employment. As discussed in the Land Use Element, the City has hired a consultant to conduct a current assessment and determination of existing infrastructure capacity for water distribution, sanitary sewer collection, wastewater treatment and disposal, and storm water collection. Once the study is complete, the City will implement utility improvements for water distribution, sanitary sewer collection, wastewater treatment and disposal, and storm water collection.

Processing

Processing time for housing approvals is relatively short. Subdivisions and rezonings take about 3 months, building permit applications are processed in a matter of days for 1 - 3 units and about three weeks for larger developments. Use Permit and Variances applications usually are processed within the minimum time constraints of State law where public hearings are required.

Off-site Improvements

Off-site improvements are generally not required unless there is a need to upgrade a facility, such as a storm drain, sewer line, or sidewalks and streets, in direct relationship to the impact of development.

5.9 Energy Conservation Opportunities

Housing Elements are required to identify opportunities for energy conservation. Energy costs have increased at least 100% over general inflation since 1970. Energy costs are an increasingly significant portion of housing costs. Effective energy conservation systems can assure that capital and carrying costs of energy saving techniques and devices do not exceed energy savings, thus making a house less affordable. There are several potentially cost-effective energy saving programs:

(1) The Residential Conservation Service (RCS) program which requires major utilities to provide free energy audits for residential buildings and to assist with arranging for installation and financing. The following programs are available through PG&E to qualified low-income households.

- Direct Weatherization (renamed Energy Partners in January 1991) is provided by PG&E through the North Peninsula Neighborhood Service Center. This includes home insulation and repairs.

- Target Customer Appliance Program (TCAP) through which new refrigerators, furnaces and water heaters are available.
- Low Income Rate Assistance (LIRA) which offers up to 15% discount on utility bills.

(2) State residential building standards which establish energy performance criteria for new residential buildings (Title 24 of the California Administrative Code, effective July, 1982).

(3) State and federal appliance standards which require manufacturers to produce and sell energy consuming appliances according to specified performance criteria.

(4) 2,000 homes in Millbrae being insulated for noise abatement within the 65 CNEL also receive energy conservation value from R-30 attic insulation, sound rated windows and doors and dual-glazed windows.

By encouraging more energy efficiency in Millbrae, the City government can benefit residents. A portion of energy payments that go to producers, processors and distributors of oil and gas can be reallocated to local jobs and income to local firms which provide conservation services and materials.

New residential construction must abide by the new Title 24 energy conservation standards. The City's zoning and subdivision ordinances could be amended to encourage solar energy systems and other natural heating and cooling opportunities.

These and other conservation ideas are discussed in detail in the Local Energy Planning Handbook.

Energy Conservation should be a priority in the conservation of housing as well as in new development. Weatherization of older housing can reduce costs for heating and cooling.

Energy conservation measures help to minimize the percentage of household income a household must dedicate to energy as well as minimize the use of nonrenewable resources. The present value of these savings is typically greater than the added construction cost of the energy conservation feature. Currently, Millbrae encourages energy conservation through the enforcement of statewide energy standards (Title 24) which ensure that newly constructed residential units meet a minimum level of energy efficiency.

The Project Help/Direct Weatherization program sponsored by PG&E provides free weatherization for low income households. The weatherization program offers free attic insulation, weatherstripping and caulking, water heater blankets and low flow shower heads for low income households. The PG&E "walk-through audit" provides a comprehensive assessment of energy conservation needs and costs related to home appliances, structural design and insulation.

In addition, the Energy Crisis Intervention Program, funded by the State Department of Economic Opportunity, is designed to help low income residents pay delinquent energy bills to avoid interruption of service.

5.10 1986 Housing Element Achievements

State Housing Element law requires an evaluation of the achievements of the City's housing goals, policies and programs adopted in the 1986 Housing Element. There are many factors which affect the success or apparent failure of a policy or program. 1986 Housing Element goals, policies and programs should be evaluated in light of what the City has done and what other agencies or groups have done to implement the program. Other factors affecting program success include the effects of the economy in general, decreasing availability of state and federal funding for new below market rate housing or lack of opportunity to implement the program.

In general, the goals, policies and programs in the 1986 Housing Element have provided a comprehensive set of actions to meet the City's affordable housing needs and provide a diversity of housing types. The following are specific changes recommended to the Housing Element:

(1) Consolidate the City's existing housing goals, policies and programs to provide an easy-to-use grouping of policies and programs to:
- Identify City and Redevelopment Agency responsibilities.
- Establish policies for new market rate and below market rate housing.
- Maintain, protect and conserve existing housing and resources.
- Address special housing needs.

(2) Provide a separate listing of Housing Element programs to provide easier monitoring, updating and future evaluation. Program information should include:
- Provide a description of the program action, with specific quantified objectives for the numbers of units constructed, rehabilitated or conserved.
- Identify target dates for implementing housing programs (some may be ongoing; others as actions tied to a specific completion date; some may occur over the Housing Element's entire time frame (1988 to 1999).
- Identify responsible agencies (such as CDA, Planning Department, City Manager, Private Developers, and San Mateo County Housing and Community Development).

There are sufficient sites in Millbrae with potential for meeting the City's housing needs to 1999. There is a strong possibility that the very low and low income needs will be more than satisfied as well. To a great extent the housing needs will be satisfied by the construction of apartment developments, both free-standing and combined with commercial development (mixed use).

The most difficult segment of the need to satisfy will be the 16 very low income units. The City does

not have a policy of requiring inclusion of very low income units as a condition of development, primarily because of the paucity of developments of sufficient size to support such a requirement. The greatest potential for meeting very low income needs is with the assistance of the Redevelopment Agency Housing Set Aside Fund. The City has initiated discussions with Bay Area non-profits to explore means to meet the very low income requirement.

Redevelopment Agency
In 1986, the City of Millbrae established a Redevelopment Agency which adopted a Redevelopment Plan in 1988. The significance to the Housing Element is that Section 33334.2 of the State Health and Safety Code requires that not less than 20% of all taxes allocated to the Agency (tax increment funds) be used by the Agency for the purposes of increasing and improving the supply of low and moderate income housing.

Protect Neighborhoods
Since 1985, general improvements to drainage, streets and sewer systems have been made in residential areas. No incompatible uses have been allowed. Residential permit parking was instituted in one neighborhood where commercial parking was intruding.

Promote Maintenance and Rehabilitation
Since 1985, 21 low and moderate income units were rehabilitated; the objective was 25 units. Repair and remodelling permits in the City totalled $30.6 million over the five-year period. With 2748 permits, the average was $11,120.

Upgrade Units Lacking Kitchens and Plumbing
Objective for this policy was 25 units; however, the achievement is unknown. Units in this category were not identified; however, it is probable that the 12 duplexes constructed replaced 10 substandard units in this category.

Conserve Rental Units
Since 1985 no rentals have been converted to condominiums.

Balance of Type, Tenure, Affordability
Of the 42 low income units needed, 32 units were constructed. With 37 moderate income units

needed, 65 units were constructed. Above moderate units needed were 43, and 220 units were developed. Of the 51 very low income units needed, none were developed.

Permit Construction of Mixed Uses
Extensive dialogue on this issue resulted in a policy permitting mixed commercial/residential. Three small projects have been approved but not yet constructed.

Encourage Affordable Housing for Elderly Persons
Since 1985, three projects for the elderly have been approved, and two have been constructed with a total of 184 units.

Utilize Available Programs
Programs that have been utilized include Section 8 Certificates administered through the County Housing Authority, the City's zoning and permitting process, and the HUD Block Grant Program administered by the San Mateo County Department of Housing and Community Development.

Promote Conservation in Construction
Title 24 energy requirement have been enforced in all new residential construction.

Encourage Conservation in Rehabilitation
The weatherization program of PG&E has been promulgated, Title 24 has been implemented for additions. One additional program unknown at the time of the 1985 element is noise insulation. With Federal Aviation Administration (80%) and San

Francisco Airport (20%) Funds, 100 moderate income dwellings have been insulated from aircraft noise with incidental energy-saving benefits. New windows, doors and insulation upgrade the residences and increase livability.

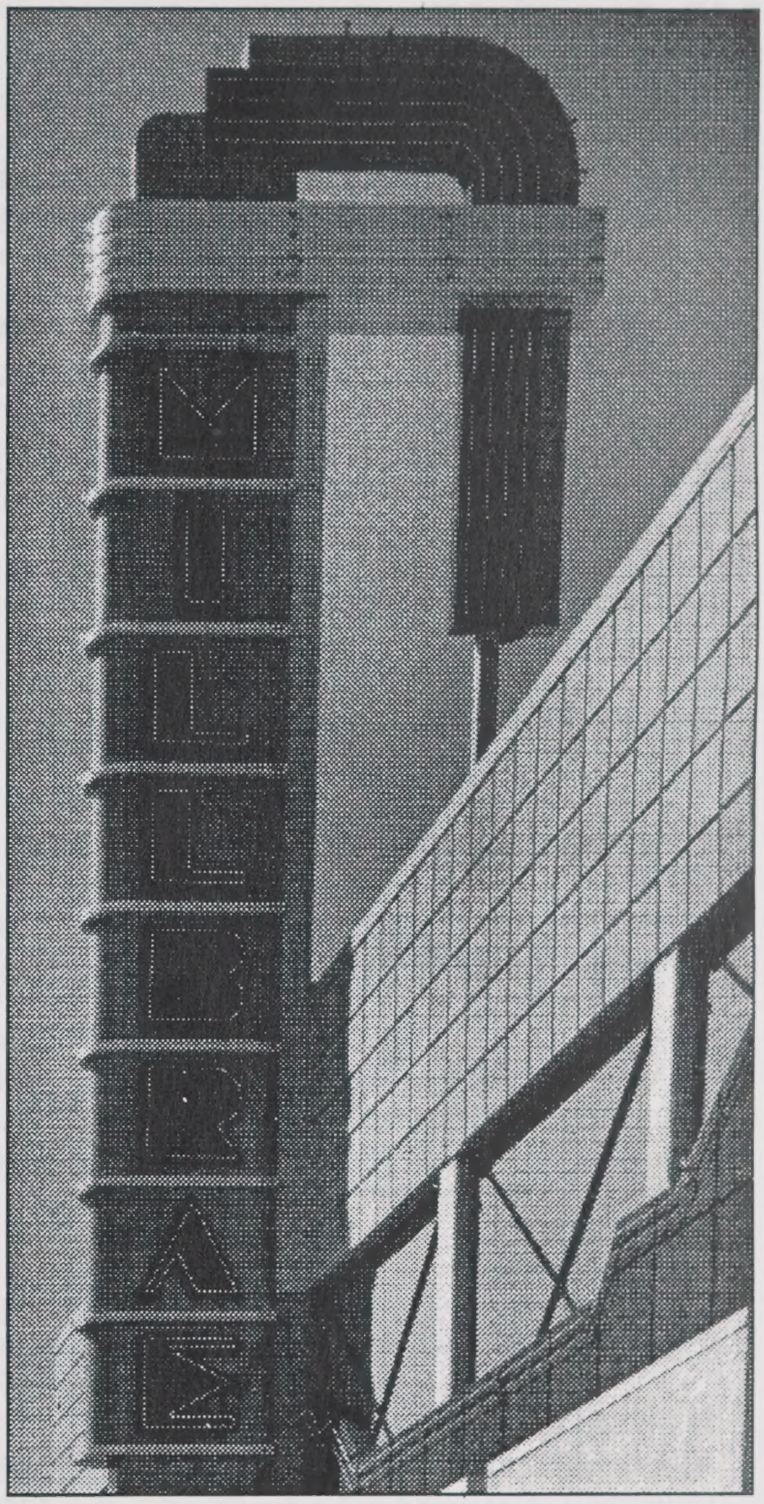
Equal Housing Opportunity

The policy is in effect but no problems have been pointed out in this area.

5.11 Housing Goals

The primary challenge of the Housing Element is to accommodate local housing needs brought on by the disproportionate rise in housing costs relative to household income. Questions to be considered in this housing element update include:

(1) Where in the City can additional residential units be accommodated?
(2) Are the City's current service capacities (water, sewer, streets, schools, etc.) adequate for additional housing units?
(3) What would be the effect of growth on Millbrae's physical environment?
(4) What can the City do to encourage the construction of needed low and moderate income housing?
(5) What can be done to facilitate needed maintenance and upgrading?
(6) What can be done to assist those with special needs such as the elderly, handicapped and single parents?



The challenge in addressing housing needs is intensified by the limited amount of land in Millbrae that is suitable for housing and by the community's long-standing commitment to maintaining its primarily single-family residential character. In responding to all of these housing needs, City goals, policies and programs are grouped into three categories:

Housing Goals

H1 **Reinforce the City's Commitment to Meeting Housing Needs**
Establish and monitor goals, policies and programs to address the City's housing needs, encourage public participation in all housing policy matters and promote equal housing opportunities.

H2 **Protect and Enhance Existing Housing, Community Character and Resources**
Maintain the high quality of existing housing and community character and assure energy efficiency in new and existing housing.

H3 **Provide New Housing and Address Affordable Housing and Other Special Needs**
Assure excellence in architecture and site planning in all new projects, provide a variety of housing types and tenure and meet the City's "fair share" of very low, low and moderate income housing need and the needs of special groups, including the elderly, handicapped, small and large families, single parents and local workers.

5.12 Quantified Housing Objectives

State law requires that the Housing Element include quantified objectives for the maximum number of units that can be rehabilitated, conserved or constructed. The quantified objectives expected to be met through Housing Element programs are estimated based on past program performance, construction trends, land availability and future program funding. Assumptions for specific programs are summarized in the Housing Programs section.

Table 5-20: Summary of Quantified Objectives (1988-1999)

Number of Units to be Conserved:		
(a)	All Below Market Rate (BMR) units preserved under development agreement (both existing and future units anticipated):	120
(b)	Section 8 and Shared Housing Units:	50
(c)	All housing units are subject to the City's Code Enforcement program	All Units
Number of Units to be Rehabilitated:		
(a)	Rehabilitation Loan Programs:	20
(b)	City of Millbrae Aircraft Noise Insulation Program:	2,000
(c)	Energy Conservation Programs	20
Total Number of Units Possible:		
ABAG 1988-1999 Total Housing Need		88
Units Built, Approved or Under Construction 1988-1996		379
Estimated New Units Possible from Housing Programs		1,218
Very Low Income Units Possible:		
ABAG 1988-1999 Very Low Income Housing Need		16
Units Built, Approved or Under Construction 1988-1996		10
Estimated New Units Possible from Housing Programs		15
Low Income Units Possible:		
ABAG 1988-1998 Low Income Housing Need		13
Units Built, Approved or Under Construction 1988-1999		13
Estimated New Units Possible from Housing Programs		109
Moderate Income Units Possible:		
ABAG 1988-1999 Moderate Income Housing Need		18
Units Built, Approved or Under Construction 1988-1996		75
Estimated New Units Possible from Housing Programs		166
Above Moderate Income Units Possible:		
ABAG 1988-1999 Above Moderate Income Housing Need		41
Units Built, Approved or Under Construction 1988-1996		281
Estimated New Units Possible from Housing Programs		928

5.13 Housing Policies

Goal H1 — Reinforce the City's Commitment to Meeting Housing Needs

H1.1 **City Leadership.** Provide an active leadership role in helping to attain the objectives of the City's Housing Element by following through on the actions prescribed in the Housing Element in a timely manner and monitoring progress annually to review housing goals and target achievements.

H1.2 **Public Participation.** Encourage and support public participation in the formulation and review of the City's housing policy, including encouraging neighborhood level planning and working with community groups and the building and real estate industry to advocate programs which will increase affordable housing supply and opportunities.

H1.3 **Cooperation with Other Public Agencies and Non-Profits.** Continue participation in County-wide housing assistance programs and coordinate with other public agencies and non-profit housing sponsors in the use of available programs to provide lower-cost housing in Millbrae.

H1.4 **Redevelopment Agency.** Promote residential opportunities in the redevelopment area, where appropriate, through the unique powers of the Redevelopment Agency. At least 15% of all homes constructed in the Redevelopment Project Area should be below market rate (BMR).

H1.5 **Equal Housing Opportunity.** Promote equal housing opportunities for all Millbrae residents and ensure provision of housing opportunities for all people. The City will take appropriate actions when necessary to ensure that the sale, rental, or financing of housing is not denied to any individual on the basis of race, sex, national origin, religion, age or other arbitrary factors.

Goal H2 — Protect and Enhance Existing Housing, Community Character and Resources

H2.1 **Regulation of Conversions.** The City will conserve rental housing stock by minimizing condominium conversions in order to avoid depleting the already inadequate number of rental units.

H2.2 **Maintenance and Rehabilitation of Existing Housing.** Promote maintenance and rehabilitation of structures in poor condition and upgrade units lacking adequate kitchen and plumbing facilities. Encourage property maintenance measures designed to maintain the existing housing stock in its overall good condition and encourage rehabilitation to the extent possible and when necessary for low and moderate income homeowners and rental property owners with lower income tenants.

H2.3 **Energy Conservation and Noise Attenuation in Existing Housing.** Continue the City's Aircraft Noise Insulation Program and encourage energy conservation measures in rehabilitation projects. Encourage owners of existing residences to adopt energy conservation measures and promote energy conservation programs which provide assistance for energy conservation improvements.

H2.4 **Energy Conservation in New Housing.** Promote the use of energy conservation in residential construction by incorporating energy conservation in all new residential constructions. New homes shall meet State standards for energy conservation.

H2.5 **Rental Assistance Programs.** Continue to publicize and participate in federal rental assistance programs such as Section 8 and the Housing Voucher programs.

H2.6 **Protection of the Rental Housing Stock.** Promote the retention of rental units and encourage rental subsidy programs which can be applied to existing housing.

H2.7 **Community Preservation.** Assure the retention of the single family character of older residential areas. Protect residents and maintain the housing stock by enforcing the housing and other codes for all types of residential units. As neighborhoods age, the City should provide all possible assistance for housing rehabilitation and maintenance measures through aggressive code enforcement and community preservation.

H2.8 **Homesharing.** Encourage and facilitate house sharing in appropriate locations where it would provide housing for low and moderate income residents and not significantly impact the neighborhood (parking, access, etc.). Continue the Agency relationship and contract for services with the Human Investment Project.

H2.9 **Housing Design.** Protect the character of existing residential neighborhoods and provide stable, safe and attractive neighborhoods by assuring the excellence in project design consistent with existing community character (architecture, site planning, amenities).

H2.10 **Development of Existing Regulations and Guidelines.** Provide regulations and guidelines to promote the maintenance and protection of existing residential areas.

Goal H3 — Provide New Housing and Address Affordable Housing and Other Special Needs

H3.1 **Housing for New Employees and their Families.** Given the amount of commercial and retail development expected through build-out of the City, encourage an adequate supply and variety of rental and ownership housing that meets the needs of new employees and their families.

H3.2 **Planned Development Process.** Encourage the use of the planned development process to achieve a diversity of housing types and tenure and to provide greater choice for residents and workers in Millbrae.

H3.3 **Mixed Use Development.** Encourage mixed residential/commercial uses on those parcels where a mix is feasible and appropriate, consistent with the General Plan, through the following and other means, if appropriate: (1) Increased densities; (2) reduced unit sizes; (3) use of redevelopment funds; and (4) allowances for ground-floor retail.

H3.4 **Second Units.** Under controlled conditions, such as no or limited exterior alterations, satisfying parking needs and owner-occupancy of one unit, permit a few accessory living units without affecting neighborhood character.

H3.5 **Affordable Housing.** Work toward an improved balance of housing type, tenure and affordability by encouraging development of housing at appropriate sites/locations to serve various income levels, and utilize available programs to achieve affordable housing.

H3.6 **Incentives for Affordable Housing.** Continue to approve housing at higher densities when affordable units are provided, consistent with environmental constraints, surrounding development patterns and design excellence (architecture, site planning, amenities, etc.). To the extent they are available and workable at a given location, the City will offer a density bonus

incentive and other incentives, such as reduced fees, cost-saving site design techniques, reduced parking requirements, smaller unit sizes, fast-track project review by shortening the review time and other methods of reducing the total cost of internal roads and utilities serving the development.

H3.7 **Density Bonuses for Affordable Housing Projects Consistent with State Density Bonus Law.** The City will offer density bonuses of at least 25% and at least one other incentives, consistent with the State Density Bonus Law (Government Code Section 65915), for project which include at least: (a) 20% of the units for lower-income households; or (b) 10% of the units for very low income households; or (c) 50% of the units for senior citizens.

H3.8 **Resale Controls on Owner-Occupied BMR Units.** Require resale controls on owner-occupied BMR units to insure that affordable units provided through public assistance or public action are retained for 35 years or more as affordable housing stock.

H3.9 **Rent and Income Restrictions on Rental BMR Units.** Require rent and income restrictions on rental BMR units to insure that affordable units provided through public assistance or public action are retained for 35 years or more as affordable housing stock.

H3.10 **BMR Eligibility Priorities.** In order to meet a portion of the City's local housing need, consistent with Association of Bay Area Governments (ABAG) Housing Need Determinations, and as a traffic mitigation measure, the City will, to the extent consistent with applicable law, consider offering a portion of the BMR units in a project for City employees and people working in the City of Millbrae.

H3.11 **Innovative Housing Approaches.** Encourage innovative housing approaches in financing and design of units to increase the availability of low and moderate income housing, including encouraging cooperative and joint ventures between owners, developers and non-profit groups in the provision of BMR housing.

H3.12 **New Housing Eligible for Subsidy.** Encourage new projects to pursue subsidies to reduce the cost of the units, such as Section 8, homesharing, first time homebuyer, or similar programs which provide very low, low and moderate income housing.

H3.13 **Housing Opportunity Areas.** Given the diminishing availability of developable land, the City will identify housing opportunity areas and sites where a special effort will be made to provide affordable housing consistent with other General Plan policies. Housing Opportunity Areas should have the following characteristics:

a. The site has the potential to deliver sales or rental units at low or below market rate prices or rents.

b. The site has the potential to meet special housing needs for local workers, single parents, seniors, small families or large families.

c. The City has opportunities, through ownership or special development review, to facilitate provision of housing units to meet its housing objectives.

d. The City will use the following criteria in selecting Housing Opportunity sites or areas:
   (1) Adequate vehicular and pedestrian access.
   (2) Convenient access to transit (or the project must be able to provide transit to meet the needs of the project's prospective residents).
   (3) Convenient access to neighborhood services and facilities as needed by the prospective residents.
   (4) Convenient access to neighborhood recreation facilities, or designed to provide adequate recreation facilities on site.
   (5) Cost effective mitigation of physical site constraints (including geologic hazards, flooding, drainage, soils constraints, wetland limitations, etc.).
   (6) Cost effective provision of adequate services and utilities to the site.
   (7) Ability to meet applicable noise requirements.
   (8) Adequate site size to provide adequate parking; parking requirements should be flexible based on the needs of the project's prospective residents.
   (9) Finding that development of a specific project on the site will not result in significant adverse cumulative effects, unless the City adopts a statement of overriding considerations.

H3.14 **Adaptable Units for the Physically Disabled.** The City will ensure that new housing includes units that can be adapted for use by disabled residents.

H3.15 **Density Bonuses for Handicapped Access Features.** The City may allow a one-for-one density bonus, up to 25% of the number of units otherwise allowed, for developers who provide actual handicapped access features and fixtures.

H3.16 **Special Needs.** Encourage affordable housing designed for elderly persons and encourage a mix of housing units throughout the City including those for families with children, single parents, young families, lower income seniors and the disabled.

H3.17 **Neighborhood Mix of Residential Care Facilities and Emergency Shelters.** The City of Millbrae recognizes the need for and desirability of residential care facilities. The City shall encourage a dispersion of facilities, and avoid an over concentration of residential care facilities and shelters for the homeless in any given area. The City of Millbrae believes that an over concentration of such facilities may negatively impact the neighborhood in which they are located and interfere with the "normalization process" for clients residing in such facilities. Over concentration cannot be numerically defined because of the Fair Housing Act Amendment, but placement must be considered by staff, decision-making bodies and applicants in light of the above.

H3.18 **Neighborhood Relations Involving Emergency Shelters and Residential Care Facilities.** The City of Millbrae shall encourage positive relations between neighborhoods and providers of emergency shelters and residential care facilities. Providers or sponsors of emergency shelters, transitional housing programs and community care facilities shall be encouraged to establish outreach programs with their neighborhoods. It is recommended that a staff person from the provider agency be designated as a contact person with the community to review questions or comments from the neighborhood. Outreach programs mal also designate a member of the local neighborhood to their Board of Directors. Neighbors of emergency shelters, transitional housing programs and community care facilities shall be encouraged to provide a neighborly and hospitable environment for such facilities and their residents.

H3.19 **Housing for the Homeless.** The City of Millbrae recognizes the need for and desirability of emergency shelter housing for the homeless and will allow emergency shelters in commercial, industrial and mixed use areas based on the following considerations:

a. Development standards for emergency shelters for the homeless located in Millbrae shall ensure that shelters would be developed in a manner which protects the health, safety and general welfare of nearby residents and businesses, while providing for the needs of a segment of the population as required by State law. Development standards will include consideration of the following:

(1) All exterior lighting shall be sufficient to establish a sense of well-being to the pedestrian and one that is sufficient to facilitate recognition of persons at a reasonable distance. Type and placement of lighting shall also be subject to the satisfaction of the Police Department.

(2) Landscaping shall be maintained in healthy and thriving condition consistent with City standards.

(3) The shelter shall provide laundry facilities adequate for the number of residents.

(4) The shelter shall provide shower facilities adequate for the number of residents.

(5) The development shall provide a safe or locked vault for securing money and jewelry. The provider shall manage the safe or vault and maintain an accounting procedure.

(6) The development may provide one or more of the following specific common facilities for the exclusive use of the residents: (a) dining room; (b) recreation room; (c) mini-library; (d) mini-playroom.

b. The agency or organization operating the shelter shall comply with the following rules and requirements, among others:

(1) Staff and services shall be provided to assist residents to obtain permanent shelter and income, and to refer to appropriate social service agencies and organizations as needed. The agency or organization operating the shelter must demonstrate familiarity with available community resources.

(2) All client screening shall be administered by staff at the subject location as well as at other designated locations. Initial client screening shall include an assessment of other social services or health services which may be needed by the client.

(3) All clients shall be given a copy of the rules and regulations to read and agree to prior to admittance into the facility. Clients that are turned away shall be informed that street loitering is prohibited. The provider shall submit a plan with specific admission and check-out times.

5.14 Housing Implementing Programs

Goal H1 — Reinforce the City's Commitment to Meeting Housing Needs

HIP-1 **Future Housing Element Updates.** The City will update its Housing Element consistent with State Law requirements. Target: Next update by July, 1999. Responsible Agency: Community Development Department.

HIP-2 **Technical Assistance to Non-Profits.** The City will provide technical assistance to both profit and non-profit groups organized to encourage provision of affordable housing and sponsors of affordable housing projects and programs. The City will facilitate provision of affordable housing by providing technical assistance and committing the Community Development Director to a liaison role with housing groups. Target: Ongoing. Responsible Agency: Community Development Department and Redevelopment Agency.

HIP-3 **Tracking of Housing Activity.** The City will provide a statistical summary of residential building activity tied to various types of housing, household need, income and Housing Element program targets. Target: 1998. Responsible Agency: Community Development Department.

HIP-4 **Rental Unit Monitoring.** The City will monitor the availability and cost of rental units in Millbrae. The purpose of this reporting is to establish a monitoring system to determine the extent of rent increases occurring within the City, to compare with other adjacent municipalities, and to determine the need for rental housing programs. Target: 1998 Responsible Agency: Community Development Department.

HIP-5 **Community Outreach.** The City will improve citizen awareness of rehabilitation and disaster assistance loan subsidy programs, code enforcement, energy conservation programs, fair housing laws and affordable housing programs by: (a) providing information pamphlets on the programs at City Hall and the library and with water bill inserts; (b) contacting neighborhood groups and associations; (c) providing special presentations to community groups periodically; and (d) providing public information through articles in the local newspaper and with cable TV public service announcements. In addition, the City will contact community service clubs and organizations to determine their interest in establishing a volunteer labor-assistance housing improvement program for homeowners physically or financially unable to maintain their properties. Target: 1998. Responsible Agency: Redevelopment Agency and Code Enforcement.

HIP-6 **Non-Discrimination.** Increase public awareness of anti-discrimination laws and policies through informational handouts, inform the public of equal housing laws and of recourse available in case of violation. To ensure that the sale, rental, or financing of housing is not denied to any individual on the basis of race, sex, national origin, religion, age, or other arbitrary factors, Millbrae will ensure that state and federal laws are adhered to regarding fair housing. The City, through its Community Development Department, will refer discrimination complaints to the appropriate legal service, county, or state agency. The City will assist local non-profit organizations, as appropriate, to provide public information and education services. Target: Ongoing. Responsible Agency: Community Development Department.

HIP-7 **Redevelopment Agency.** The Redevelopment Agency will use its unique powers to reduce the costs and expedite the construction of 15% of the units within the redevelopment project area for very low, low and moderate income households. Redevelopment Agency funds will be set

aside each year for development of housing affordable to low income households. Target: Ongoing. Responsible Agency: Redevelopment Agency.

Goal H2 — Protect and Enhance Existing Housing, Community Character and Resources

HIP-8 **Continue and Improve Code Enforcement.** Continue the existing code enforcement program and consider expansion of the City's building code enforcement program to assure compliance with basic health and safety building standards and appropriate permits, including: (1) resale inspections of single family homes; (2) rental housing inspections; and (3) public outreach and education. In addition, continue the mandatory fire code inspection program. Target: 1998. Responsible Agency: Community Development Department.

HIP-9 **Rehabilitation Loans.** The City will encourage rehabilitation loan and disaster assistance programs to the extent possible given program funding criteria and local need and will facilitate greater participation in the program by advertising and by encouraging participation. Target: 2 very low and 8 low income units by 1999. Responsible Agency: San Mateo County Housing Authority, San Mateo County Department of Housing and Redevelopment and the Community Development Department.

HIP-10 **Contact Property Owners of Substandard Units.** Within current staffing limits, establish a program of contacting owners of structures that appear to be in declining or substandard condition, offer inspection services, advertise and promote programs that will assist in funding needed work. Target: Improvement of 2 very low, 2 low and 6 moderate income units to current health and safety standards (average 5 units per year) by 1999. Responsible Agency: Community Development Department.

HIP-11 **Energy Conservation Assistance.** Publicize energy conservation programs and weatherization services that are available to provide subsidized or at cost inspection and corrective action. The City will use Redevelopment or other funds, as available, to assist lower-income residents to weatherize their homes or make other energy-conservation home repairs. Target: Weatherization of 5 very low and 15 low income units by 1999. Responsible Agency: PG&E, North Peninsula Neighborhood Service Center, San Mateo County Department of Housing and Redevelopment and Redevelopment Agency.

HIP-12 **Noise Attenuation Program.** Continue to maximize the City of Millbrae Aircraft Noise Insulation Program as funding is available throughout the 65 CNEL area. Target: 2,000 homes. Responsible Agency: Community Development Department.

HIP-13 **Increased Energy Conservation.** Apply Title 24 energy conservation requirements, and, where possible, require structural and landscaping design to make use of natural heating and cooling. Target: Ongoing. Responsible Agency: Community Development Department.

HIP-14 **Rental Housing Assistance.** Encourage landlords, tenants and developers to participate in the Housing Authority Section 8 Rent Subsidy Program; encourage developers and potential buyers to participate in the count reduced home mortgage program and in available Federal and State assistance programs. Maintain descriptions of current programs and contacts at City Hall to hand out to interested persons. Provide opportunities for 10 low and moderate income families to rent or purchase housing. Target: 5 very low and 5 low income households provided assistance per year with Section 8 Certificates and Vouchers (assumes continued funding at about the same rate as present levels). Responsible Agencies: San Mateo County Housing Authority.

HIP-15 **Condominium Conversion Regulation.** Continue the existing controls on conversions of rental units to condominium. There have not been any conversions within the past five years. Target: Ongoing. Responsible Agency: Community Development Department.

HIP-16 **Neighborhood Conservation.** Continue the maintenance and enhancement of public facilities, such as streets, water supply, and drainage, in residential neighborhoods by allocations from the general fund, gas tax revenues, Block Grant funds and, where appropriate, through assessment districts, or as conditions of development. First priority areas are areas east of El Camino and the area north of San Jose Avenue. Target: 1998. Responsible Agencies: Community Development Department and Public Works Department.

HIP-17 **Home Equity Conversion.** The San Mateo County Legal Aid Society and the County's Department of Housing and Community Development cooperatively established the Reverse Annuity Mortgage Program (RAM) to enable elderly homeowners to use the equity on their home for needed money. Participants can obtain a loan which is dispersed on a monthly basis, as needed for a fixed period, when the loan is due. To qualify, loan recipients must be 62 years or older, must own their own dwelling with little or no mortgage balance, modest assets, and low or moderate income. Applicants should contact the County. Target: Ongoing. Responsible Agency: San Mateo County Housing Authority, Human Investment Project, and non-profit housing sponsors.

HIP-18 **Homesharing.** Continue the City's relationship with the Human Investment Project in implementing the homesharing program. Target: 20 very low income, 15 low income and 5 moderate income households (20 households per year). Responsible Agency: Human Investment Project.

Goal H3 — Provide New Housing and Address Affordable Housing and Other Special Needs

HIP-19 **Millbrae Avenue Station Area Specific Plan.** The City will prepare a specific plan for the Millbrae Avenue BART Station Area which will identify, as appropriate, potential housing sites. The Specific Plan will recommend rezonings and other implementing actions, which would occur as appropriate. Target: 1998. Responsible Agency: Community Development Department.

HIP-20 **Second Units.** Under controlled conditions, such as no, or limited exterior alterations, satisfying parking needs and owner-occupancy of one unit, it would be possible to permit a few accessory living units without affecting neighborhood character. Target: 3 moderate income units. Responsible Agency: Community Development Department and City Council.

HIP-21 **R-2 Areas Housing.** Survey R-2 areas to determine which parcels would be appropriate for additional development without affecting existing neighborhood character. Use results of the survey to supplement the list of available sites. Target: 1998. Responsible Agency: Community Development Department.

HIP-22 **Smaller Units.** Permit the development of small residential units. The City could encourage development of small units by offering density bonuses and by requiring fewer on-site amenities than otherwise would be required for elderly housing. For example, less parking as is normally required since elderly residents statistically have fewer cars, and a reduction in other requirements such as landscaping, recreation and built-ins. Construction of a few small units should expand housing opportunities at lower cost without significantly altering community character. Specific actions include:

a. Simplify PD regulations and residential requirements in Commercial Districts.
b. Revise zoning regulations to permit subjective review (Use Permit) of proposals to develop housing designed specifically for elderly persons.
c. Reduce the PD size from 5 acres to 20,000 square feet.

Target: 20 units of elderly housing. Responsible Agency: Community Development Department.

HIP-23 **Potential New Housing Opportunity Sites.** Encourage housing development, including a below-market allocation, at the following sites:

a. Chadbourne School (158 units): 10 very low, 13 low, 75 moderate and 60 above moderate income.
b. Downtown Area Smaller Mixed Use Sites (20 units): 5 very low, 10 low, and 5 moderate income apartments.
c. Millbrae Theater Parking Lot (200 units): 15 low, 15 moderate, and 170 above moderate income.
d. Downtown Area Properties (200 units): 15 low, 15 moderate, and 170 above moderate income.
f. School Sites (200 units): 15 low, 15 moderate, and 170 above moderate income.
g. BART Station Area (290 units): 30 low, 30 moderate, and 230 above moderate income.
h. "Millbrae Bowl" Site (150 units): 11 low, 11 moderate and 128 above moderate income.

Responsible Agency: Community Development Department.

HIP-24 **Mortgage Subsidy Programs.** San Mateo County offers below market rate home mortgages to qualified first time home buyers for purchasing units built by developers who participate in the program. By coordinating with San Mateo County, Millbrae may be able to facilitate the development of low and moderate income housing. The City will encourage project sponsors to apply for available federal, state and locally subsidized new housing construction programs for their project by providing technical assistance on available programs and supporting data, structuring development agreements and other requirements to match program funding criteria, as appropriate and possible, and leveraging tax increment financing when possible. The City will also lobby Federal and State elected officials for housing legislation that includes appropriations for low and moderate income housing programs. Examples of programs include Mortgage Revenue Bonds, Mortgage Credit Certificates and Redevelopment Agency Tax Increment Financing. Target: Ongoing. Responsible Agency: Redevelopment Agency.

HIP-25 **BMR Resale and Rental Controls.** Implement resale and rental regulations for low and moderate income units and assure that these units remain at an affordable price level. Target: Ongoing. Responsible Agency: Community Development Department and City Council.

HIP-26 **BMR Eligibility Guidelines.** Implement BMR selection guidelines based on the BMR Eligibility Priorities. Target: Ongoing. Responsible Agency: Community Development Department.

HIP-27 **Emergency Housing Assistance.** Participate and allocate funds, as appropriate, for County and non-profit programs providing emergency shelter and related counseling services. Target: Annual participation, if feasible. Responsible Agency: Community Development Department and City Council.

HIP-28 **Residential Care Facilities Monitoring.** Track and review proposals for residential care facilities through the State Department of Community Care Licensing and to avoid over concentration and negative impacts on residential neighborhoods.

HIP-29 **Emergency Shelter Uses.** The City will contribute a portion of the Housing Set Aside fund to non-profit agencies involved in providing housing for the homeless in San Mateo County. The City will also review proposals for emergency shelter uses based on the policies in the General Plan and other City development standards and requirements. Target: Ongoing. Responsible Agency: Community Development Department; Redevelopment Agency.

HIP-30 **Adaptable Units for the Disabled.** The City will ensure that new housing includes units that can be adapted for use by disabled residents. Target: 2% of the units built. Responsible Agency: Community Development Department.

HIP-31 **RDA First Time Homebuyers Program.** Continue and expand the Agency's first time homebuyers program for School District employees. Explore expansion of the program to City employees and the general public. Target: 20 loans by 1999, with 5 for low income and 15 for moderate income households. Responsible Agency: Community Development Department; Redevelopment Agency.

Chapter 6

Parks, Open Space and Conservation Element

Parks, Open Space and Conservation Element

6.1 Introduction

This Element of the General Plan addresses issues related to the use, preservation, management and sustainability of land-based resources in Millbrae, whether that land is dedicated to active recreation use, passive use, or the protection of natural resources and environmental quality. Because of the important differences in these uses and issues, the Element is presented in three sections:

- **Parks and Recreation**, concerning land which has been improved to provide opportunities for outdoor recreation and physical exercise for Millbrae's residents, work force, and visitors. These properties are typically landscaped and may contain recreational equipment (such as play equipment or basketball courts) and/or recreational buildings or structures.

- **Open Space**, concerning vacant land in the city which is primarily maintained in its natural condition. In some cases this land includes landscaped areas which are maintained but which are not actively used for recreational purposes.

- **Conservation**, which concerns the preservation of natural resources such as water, air and energy. Conservation of natural resources is necessary to insure their availability to future generations. The conservation issues cover sustainability of the environment, including: Plant Habitats; wildlife habitats; rare and endangered species; soils; water resources; air quality; energy; and recycling.

Table 6-1: Summary of Key Parks, Open Space and Conservation Element Issues

The Parks, Open Space, and Conservation Element reflects current conditions, needs, and relevant State laws. The element focuses on providing specific direction as to how to implement stated goals and policies, and greater recognition of limited City funds for development and maintenance of recreational facilities and open space areas.

Provide Sufficient Parkland
The updated General Plan continues the City policy of providing a minimum of 2.0 acres of parkland per 1,000 population. Recommendations for improvements of parks and recreational facilities are considered long-term goals to be carried out as funds are available.

Maintain a Clean and Safe Environment
Policies are included to satisfy state laws and require adequate mitigation to maintain air and water quality, conserve energy, and minimize impacts of development in hazardous or environmentally sensitive habitat areas.

Provide Diverse Recreation Facilities and Programs
Policies to provide recreational opportunities for persons of all ages and abilities are included. Numerous capital projects have been deferred and demographic projections indicate growth in the school-age youth and senior populations. This will require substantial investments in senior and teen centers, athletic fields, gymnasiums and park renovation funding. This is critical to the sustainable community expectation for high quality services.

Beautify the City
A desire to cooperate with private parties in beautification of the City. To facilitate these partnerships, community awareness and free educational programs are offered through the Park and Recreation Department and directed through City Commissions and the City Council.

6.2 Parks, Open Space and Conservation Element Requirements

This Element of the Millbrae General Plan combines two of the seven elements required by State law (California Government Code, Section 65300 et.

seq.): Open Space and Conservation. The Open Space Element establishes programs to maintain, expand and improve Millbrae's open space and recreation areas, while the Conservation Element institutes programs to conserve natural resources. Under State law, parks are encompassed within the mandate of the Open Space Element. However, because of the importance placed on Parks and Recreation by Millbrae residents, this aspect of the Open Space Element has been devoted a separate section in this Plan.

Following is a brief overview of the State requirements for the Open Space and Conservation elements.

Open Space Element Requirements

An Open Space Element has been required as part of local General Plans since 1970. In enacting this requirement, it was the intent of the State Legislature to assure that cities recognize that open space land is a limited and valuable resource and to assure that every city and county will prepare and carry out an open space plan.

Section 65560 and 65561 of the Government Code specifies the contents of an Open Space Element. State policy with regard to open space is described in Section 65561 as follows:

> *"(1) That the preservation of open-space land . . . is necessary not only for the maintenance of the economy of the state, but also for the assurance of the continued availability of land for the production of food and fiber, for the enjoyment of scenic beauty, for recreation, and for the use of natural resources.*
>
> *(2) That discouraging premature and unnecessary conversion of open-space land to urban uses is a matter of public interest and will be of benefit to urban dwellers because it will discourage non-contiguous development patterns which unnecessarily increase the costs of community services to community residents.*
>
> *(3) That the anticipated increase in the population of the state demands that cities, counties, and the state at the earliest possible date make definite plans for the preservation of valuable open-space land and take positive action to carry out such plans by the adoption and strict administration of laws, ordinances, rules and regulations as authorized by this chapter or by other appropriate methods.*
>
> *(4) That in order to assure that the interests of all its people are met in the orderly growth and development of the state and the preservation and conservation of its resources, it is necessary to provide for the development by the state, regional agencies, counties and cities, including charter cities, of statewide coordinated plans for the conservation and preservation of open-space lands.*
>
> *(5) That for these reasons this article is necessary for the promotion of the general welfare and for the protection of the public interest in open-space land."*

Conservation Element Requirements

A Conservation Element has been required as part of local general plans since 1970. The Conservation Element overlaps those categories of the Open Space Element that deal with "open space for the preservation of natural resources" and "open space for the managed production of resources". Conservation should prevent the wasteful destruction and neglect of Millbrae's natural resources, particularly scarce resources. This philosophy is consistent with the intent of the California Environment Quality Act (CEQA) and National Environmental Protection Act (NEPA).

6.3 Clarification of Terminology

In general, the difference between *parks* and *open space* is that parks generally have landscaping improvements such as grass and trees, and recreational equipment for play and/or sports fields. Open space lands are likely to be unimproved and vacant of structures of any kind.

The advantage of unimproved open space lands is the historical view such lands offer of the original condition of the area before any development occurred. The value of open space lands increases when the property is located adjacent to a scenic resource, such as a lake or stream, because these resources attract people to the site.

The difference between *open space* and *conservation areas* is that open space lands might be preserved for recreational or scenic purposes, while conservation areas might be preserved solely because of the presence of a specific resource within the area, not necessarily the land itself. In some cases open space lands can also be conservation areas but with a different emphasis. For example, open space land may be preserved for its waterfront scenic qualities while a conservation area may be so designated because of the presence of an endangered animal or plant species found near the waterfront, such as areas where the red-legged frog, an endangered species, is located on bayfront lands.

6.4 Parks and Recreation Background

Millbrae residents enjoy a variety of recreational opportunities provided by the parks and recreation facilities located in the City. These facilities play an important role in reinforcing Millbrae's residential character and enhancing the quality of life for Millbrae residents.

Millbrae's parks range from Mini-Parks (parks generally less than one acre in size) to Neighborhood Parks (generally one to five acres in size) to the City's Central Park, an eight-acre Community Park with a Community Center facility. Residents also enjoy the recreational opportunities provided by the 93-acre County-owned Junipero Serra Park, part of which is located within the City's limits, and by several significant privately owned recreational facilities in the City, including the 103-acre Green Hills Country Club golf course.

Table 6-2: Definitions of Terms

Following are definitions to help differentiate between the character and purpose of a park, open space area, and conservation area.

(1) *Park:* An improved, primarily unobstructed area with landscaping and recreational equipment such as play apparatuses and/or basketball courts. In some cases this definition includes property with recreation buildings or structures. The purpose of parks is to provide opportunities for outdoor recreation and physical exercise near to residential and employement areas.

(2) *Open Space:* An open area which is vacant of any structures and is primarily maintained in its natural condition. In some cases this definition includes pathways, landscaping, and other improvements which are maintained. The provision of open space is intended to offer residents and visitors opportunities for quiet introspection in a location that provides visual relief from buildings, concrete, and noise associated with urban life.

(3) *Conservation:* The preservation and maintenance of a resource for the enjoyment of future generations such as water, air and energy systems. The preservation of these resources is concerned with the quality and quantity of the resource. *Conservation areas* sustain a rare species and/or natural resource that cannot be restored or replaced. The purpose of conservation areas is to provide a protected location where the properties of a natural resource may be observed and enjoyed without risk of endangering the resource.

Park Standards

A "park standard" establishes a general measure of supply in relation to demand for parks and recreation facilities. The measure relates acres of land dedicated and improved for park and recreation purposes to the population, and is typically expressed in "acres per thousand residents."

There is no agreed upon national or state-wide standard for parks. The National Recreational and Parks Association recommends a standard of ten acres per 1000 persons, with one-quarter of a mile maximum service distance for neighborhood playgrounds. However, the National Recreation Association's general standard is five acres per 1000, and many cities in California have standards ranging from one to five acres per 1000 persons.

Each city must establish its own park acreage standards in relation to what is realistically available and what is necessary to satisfy the needs, desires, and general health and welfare of its residents. In Millbrae, there are 12 parks totalling approximately 44 acres. With a population of 21,447 people (as of January, 1997), that translates into approximately 2.0 acres of park land per 1000 residents. When additional resources such as Junipero Serra County Park (15 acres located in Millbrae) and local school grounds (65 acres) are included in the measure, Millbrae's park standard stands at 5.5 acres per thousand. Add in recreation potential of the 40 acre Spur Property, and it is possible that Millbrae may be able to provide 8.1 acres of parks and recreation facilities per 1000 residents. Obtaining this standard in reality, however, requires that outdoor recreation facilities at schools be made available to the public during non-school hours, and that the City undertake improvements to the Spur Property both in terms of access and on-site amenities.

To ensure that significant new residential developments provide adequate park and recreation opportunities for their residents, Millbrae's Municipal Code requires the dedication of land at the rate of 2 acres per fifty lots. Where less than fifty lots are involved, the developer can opt instead to pay in-lieu fees based upon the assessed value at a ratio of 4.5 acres per 1,000 population. These measures are permitted under State law (Public Resources Code Section 66477).

Existing Parks and Recreation Facilities

Following is a brief overview of the Millbrae's park and recreation facilities.

- *City Parks:* There are 12 parks in Millbrae, nine of which are located on City land. The three parks which are not on City-owned land are Bayside Manor Park, Marino Vista Park and Bayfront Park (all three are on land leased from the Airport for $1/year). Combined, these parks provide 44 acres of developed park space and 40 acres of undeveloped land for Millbrae residents (see Table 6.3). Additionally, there is landscaped park space on the Civic Center grounds (Constitution Square).

Table 6-3: Existing Park and Recreation Facilities in Millbrae

City Parks	
Central Park	8.1 acres
Josephine Waugh Park	5.0 acres
Mills Estate Park	4.7 acres
Bayfront Park (Airport lease)	3.0 acres
Schultz Park	2.5 acres
Meadows Park	2.3 acres
Green Hills Park	2.0 acres
Marino Vista Park (Airport lease)	1.2 acres
Rotary Park	1.0 acres
Bayside Manor Park (Airport lease)	0.8 acres
Bill Mitchell Park	0.8 acres
Constitution Park	0.3 acres
Spur Property (improved)	12.0 acres
City Parks Subtotal	44.0 acres
Spur Property (unimproved)	52.0 acres
Civic Center (Constitution Square)	1.0 acres
Junipero Serra County Park	15.0 acres
(Park is approximately 93 acres total; 15 acres are in Millbrae)	
School Playgrounds And Playfields	
Mills High	21.9 acres
Capuchino High	12.8 acres
Millbrae Elementary	7.3 acres
*Taylor Intermediate and Highland Elementary	7.0 acres
Spring Valley Elementary	5.5 acres
*Green Hills Elementary	4.0 acres
Meadows Elementary	3.3 acres
Glen Oaks Elementary	2.6 acres
Lomita Park Elementary	1.1 acres
Schools Subtotal	65.5 acres
**The City of Millbrae maintains and improves these two schools athletic fields complexes under a Joint Powers Agreement (JPA)*	
Total	165.5 acres

All of Millbrae's parks are either fully improved or are budgeted for full improvement.

- *Central Park and the Millbrae Community Center:* The largest of the City parks, at 8.1 acres, is the Central Park located just west of the Civic Center. It serves both the surrounding neighborhood and the community as a whole since it is the site of the Millbrae Community Center. The Community Center, constructed in 1969, is a complete 2,500 sq. ft. multipurpose

facility including auditorium, meeting rooms, senior wing, and provisions for food service.

➢ *The Spur Property:* The 52 acre Spur site is a unique recreational resource which Millbrae is fortunate to possess. It is intended that the property be used by the entire community for passive outdoor recreation. Although, at present, only portions of the Spur are improved with a pedestrian and bicycling trail. It should also be noted that mapped and inferred traces of the Serra Fault are found along the Spur.

➢ *Junipero Serra County Park:* Approximately 15 acres of the 93-acre San Mateo County Junipero Serra Park are located in the northwest corner of Millbrae. This is a natural area, characterized by steep terrain, which is suited for hiking and wildlife observation. Access to the park is in San Bruno.

➢ *School Playgrounds and Playfields:* As in most cities, Millbrae's school grounds are important recreational resources. The City of Millbrae has Joint Powers Agreements (JPA) with both the Millbrae Elementary School District and the San Mateo Union High School District. The two high schools (including Mills High School and Capuchino High School, which is in the San Bruno city limits but surrounded by Millbrae), one intermediate school, and eight elementary schools within the City provide 65.5 acres of playgrounds and playfields.

These school facilities are very popular, especially with young people, for active outdoor recreation such as team sports. The two high schools and one intermediate school serve both their neighborhoods and the community at large, while the elementary schools are primarily neighborhood resources.

Additionally, the local school districts have been very cooperative in allowing their facilities to be used by the Millbrae Parks and Recreation Department. Mills High School, especially, has proved an invaluable supplement to the facilities of the Community Center.

➢ *Private Recreation Facilities:* In addition to the public areas and facilities listed above, Millbrae is home to several prominent privately owned recreation facilities which serve many Millbrae residents. These facilities include:

— *Green Hills Country Club*, featuring an 18 hole golf course extending over 103 acres of land and representing the largest reservoir of privately owned open space in Millbrae. The facility is considered financially successful and is expected to remain at its present size and location indefinitely.

— *Millbrae Meadows Swimming Club*, located at the northerly end of Helen Drive, is a 3.6 acre private facility with a pool constructed and operated by the membership.

— *Millbrae Tennis Club*, at Monterey Avenue and Santa Paula Avenue on the easterly side of the railroad tracks, is a private club maintaining several tennis courts on land leased from PG&E.

Evaluation of Existing Facilities

Based on current population projections and the development policies contained in this General Plan, the present amount of park land will be adequate to maintain the City's current ratio of park acres per capita. In fact, with the addition of the Spur property as a usable park and recreation facility, Millbrae residents will enjoy a higher park standard than currently exists.

However, while park acquisition is not a pressing issue, all parks are currently in need of some improvements to comply with federal mandates as well as replacement of antiquated play equipment

with state of the art modular play structures. Increased maintenance and community expectations are the most pressing issues at the forefront of these needs.

The challenge in the coming 20-year planning period will be to find more effective and innovative ways to fund improvements to existing parks and to meet ongoing maintenance expenses. The economic trends of the last decade have necessitated all available resources be allocated to essential services. The deferring of adequate maintenance staffing levels and capital projects have created an unmet need of $8.0 million. Also, the City will need to continue considering and addressing the park and recreation needs of specific neighborhoods, ages, and interest groups.

6.5 Open Space Background

Millbrae has a variety of open space resources serving a wide range of recreational and conservation purposes. These resources include land held by the City, County, and other public agencies, as well as privately held land that is undevelopable due to site characteristics, particularly in the western third of the City where sharply rising hills require that large areas be left undeveloped and heavily vegetated.

Inventory of Open Space Resources

Following is an overview and brief assessment of the significant open space resources located in the City. Acreage quotations are approximate.

- *The Spur Property:* The most significant city-owned space in Millbrae, in terms of physical area, location, and public use potential, is the Spur property. Beginning at Millbrae Avenue and Magnolia Avenue, and winding almost the entire length of the City, the Spur varies in width from 100 to 400 feet and occupies approximately 52 acres. The Spur property has remained in its natural state along most of its length, being restricted to convenient access by the general public, yet offering unique opportunities for passive recreational uses once access is gained. The City has programmed development of the Spur based on recommendations of the Spur Study Committee and Park and Recreation Commission. Portions of the Spur property which are currently developed include Rotary Park, Josephine Waugh Park and a multi-purpose trail and deteriorated par course along Millbrae Avenue.

- *San Francisco Water Department Lands:* Within Millbrae City limits, the City and County of San Francisco owns three sizeable parcels of land which are presently utilized by the San Francisco Water Department, all of which are only marginally developed. The Water Department parcel on El Camino Real occupies 15.4 acres, and borders the Southern Pacific Railroad right-of-way to the east. The land is presently being used as the Peninsula Division Headquarters.

  Centrally located on the west side of the City, the Water Department owns a parcel 16.6 acres in size. The terrain of this property is quite steep and very heavily vegetated. Earth slides have rendered only a part of this property developable. This site offers potential for a City water storage facility for either just Millbrae or as part of a regional water improvement project.

  Another significant Water Department parcel containing the filtration plant lies just outside the northwest boundary of the City bordering I-280 with access from Helen Drive in Millbrae. Part of this 56-acre property is also quite steep. The land remains in its natural state, heavily vegetated with live oak trees. The site contains 11 million gallons of water storage in two tanks.

- *County Lands:* Adjacent to the Water Department's filtration plant property lies San Mateo County's Junipero Serra Park, approximately 15 acres of which are in Millbrae. The steep slopes in this park exhibit many slide areas which remain susceptible to further soil erosion. As permanent open space, however, these potential hazards are not significant.

- *San Francisco International Airport Lands:* The San Francisco Airport owns approximately 90 acres of undeveloped land along the west side of the Bayshore Freeway, between Millbrae Avenue and the northern City boundary. Within this area land for two neighborhood parks (Marino Vista and Bayside Manor Park) has been leased by the City and developed.

  The Airport also owns the only waterfront land within the City of Millbrae. This 8.5-acre property is located adjacent to the Old Bayshore Highway and was created with fill material, which would have to be considered in connection with development of any structures. Residents of Millbrae and surrounding communities have traditionally used this land for airplane watching and other passive recreational pursuits. About 2.8 acres are improved as a park (Bayfront Park) and a portion of the regional Bay Trail.

- *Bay Trail:* The Bay Trail is a 400-mile trail which will eventually ring the Bay. The Bay Trail preferred alignment has been proposed by the ABAG Technical Advisory Committee. An appropriate alignment will need to be determined between South San Francisco and Millbrae due to San Francisco International Airport restrictions.

- *Residential Interior Lots and Deep Backyards:* Steep topography and unstable soils in some of the hill areas of Millbrae have resulted in only partial utilization of many very large residential lots. Homes have been constructed along streets, leaving deep rear lots and backyards largely or entirely unimproved, often extending down into creek beds. On a block scale, this has produced open interior areas which provide significant areas of open space and vegetation in the these residential neighborhoods.

6.6 Conservation Background

This section of the Parks, Open Space and Conservation Element concerns the preservation of natural resources such as clean air and water, energy, and plant and wildlife habitats. Conservation of these resources is necessary to protect our health and well-being, and to ensure their availability to future generations. The conservation issues addressed within the Element include plant and wildlife habitats, rare and endangered species, soils, water resources, air quality, energy and recycling.

Plant Habitats

The two primary natural plant communities in Millbrae are the Chaparral and the Broadleaf/ Riparian Woodland. These plant communities represent remainders of the original Millbrae natural environment and are of unique educational value in understanding the City's natural history as well as its present natural systems and inter-relationships.

Chaparral areas are characterized by heavily branched shrubs such as Scrub Oak and Chamise, and low-branched shrubs such as Coyotebush and Poison Oak. Chaparral areas are located on the dry south- and east-facing slopes of the western hills.

Broadleaf/Riparian Woodland environments are forested areas containing California Buckeye, Laurel and other deciduous plants. They are found primarily in canyons and along water courses (riparian vegetation). In general, wildlife nesting and feeding sites are located in the riparian woodlands.

Other plant communities that are found less extensively in the City but which play potentially important roles as wildlife habitat areas are the open grasslands, marshy areas, and scrubby vegetation on the Airport lands in the City's eastern section. These areas provide food (red-legged frogs) and shelter for the San Francisco Garter Snake, an endangered species. Grasslands also have value as potential mitigation corridors.

Lastly, the City's parks and open space areas contain a variety of indigenous and introduced California natives, including: Wild Lilac, Coast Live Oak, Toyon, Buckeye, Jenesta, Elder, Wild Cherry,

Eucalyptus, Coast Redwood, Monterey Pine, and Arizona Cypress. Eucalyptus and Pine trees are also found on other City-owned parcels and along the railroad tracks that run through the City, providing a visual buffer for adjacent residences. Private and public landscaping along City streets also include a wide range of domesticated and native plant species, and contribute significantly to the City's scenic quality.

Wildlife Habitats

The plant communities found in Millbrae's parks and open spaces also provide valuable habitats for a diverse population of wildlife. Following is a brief overview of some of the species found in these habitat areas.

- *Mammals:* The Black-Tailed Jack Rabbit, Deer Mouse, California Meadow Mouse, Coyote, and Raccoon can occasionally be found in the City's upper canyon areas and in Junipero Serra Regional Park, which is adjacent to Millbrae. The Grey Fox, Red Fox, Valley Pocket Gopher, Brushrabbit, Coast Deer, Bobcat, and Virginia Opossum can also be seen at times. The natural vegetation, seasonal availability of water, and isolation of these areas make them attractive to wildlife.

- *Birds:* Certain avians have found nesting places within the City's parks and general open spaces. Species common to Chaparral areas in the City include California Quail, Chestnut-backed Chickadee, California Thrasher, and Rufous-sided Towhee. In grassland areas, the Brewer's Blackbird and Mourning Dove are sometimes found. Other birds found in Millbrae include Allen's Hummingbird, Robin, Bluejay, Mockingbird, Purple Finch, Herons, Egrets, Acorn Woodpeckers, Ravens, Red-Tailed Hawks, and owls.

- *Reptiles and Amphibians:* A few reptiles and amphibians find habitat in Millbrae. These include the Pacific Gopher Snakes, Arboreal Salamander, and Western Toad. The San Francisco Garter Snake and Red-Legged Frog, both endangered species, live on portions of the airport lands.

Rare and Endangered Species

The San Francisco Garter Snake (*Thamnophis sirtalis tetrataenia*) is an endangered species known to live in and near Millbrae, generally west of Junipero Serra Freeway (particularly within the Crystal Springs Reservoir watershed), and on marshy vacant lands east of Highway 101, known as the "Airport lands." Here the snake feeds on the Red-Legged Frog, also an endangered species.

The San Francisco Garter Snake is federally listed as an endangered species, and is considered one of the most beautiful snakes in North America. It has a wide strip of greenish-yellow edged with black along its back bordered on each side by a broad red and black stripe. The belly is greenish-blue in color and the top of the head is red. Adults grow to a length of 18 to 51 inches.

Historically, the San Francisco Garter Snake was found on the San Francisco Peninsula from approximately the San Francisco County line south along the base of the Santa Cruz Mountains to at least Crystal Springs Reservoir and along the coast south to Ano Nuevo Point. However, many of the snakes' habitat areas have been destroyed by urbanization.

The snakes' present distribution is in isolated pockets within the historical range. The Airport lands west of Bayshore Freeway represent the northeastern most known occurrence of the snake on the Peninsula. It is one of only five known locations of the snake (others have not been confirmed) and thus is a very significant location in terms of the continued existence of the subspecies.

A three year study, funded by CalTrans and the Federal Highway Administration, was undertaken to obtain more information on the snakes' biology and ecology, and to discuss the potential for future development of the property. The study was required as mitigation for completion of Interstate 380 between San Bruno Avenue and the San Francisco International Airport and BART Extension to Millbrae.

Soils

Erosion is generally not a serious problem in Millbrae, although in periods of heavy rains some erosion and sliding has occurred on several vacant parcels in the City. Of particular concern for soil erosion are steeper hillside lands where cuts, grading, or landslides have occurred.

Soil that washes down from the hills eventually is deposited in the Bay. The Regional Water Quality Control Board has an interest in the effect of soil erosion on San Francisco Bay water. The Water Quality Control Plan (Basin Plan) for the San Francisco Bay Region encourages local governments to regulate erosion and sedimentation. If local governments do not adopt adequate controls, the Regional board can enforce erosion control by issuing localized waste discharge requirements.

Water Resources

The water supply system must provide sufficient capacity to meet domestic, commercial, and industrial user demands as well as satisfy fire protection requirements. These components of demand are functions of land use, population density and per capita water consumption. Residential water use varies with climate, lot size, system pressure, metering practices, water rates, and the standard of living in the community, as well as other factors.

The City of Millbrae contracts the right to purchase water from the San Francisco Public Utilities Commission. The City, along with 29 other Bay area agencies, receives water from Hetch Hetchy in the Sierra Nevada Mountains and the San Andreas/ Crystal Springs reservoirs in San Mateo County. Only a little more than half of Millbrae's water is treated locally at the Harry Tracy Treatment Plant at the northwestern edge of Millbrae prior to distribution to domestic and business users. The rest comes from Hetch Hetchy.

The City's Public Works Department has an ongoing Water Conservation Program codified in the Municipal Code and Urban Water Management Plan. Should drought conditions return to the region, the City would be prepared to formulate and enforce strict water conservation measures and water reclamation. Recycled water is used fto water US 101 from Millbrae Avenue to San Francisco International Airport.

The water storage and distribution systems within the City are discussed in the Land Use Element within the section focused on public services and facilities. The City is currently undertaking a study to determine utility improvements for water distribution, sanitary sewer collection, wastewater treatment and disposal, use of recycled water, and storm water collection.

Air Quality

Air quality is a regional issue that affects the health of Millbrae residents. Addressing air quality issues requires that all jurisdictions in the region play a responsible role in addressing them. Following is a brief discussion of air quality issues as they pertain to Millbrae and regional efforts to reduce air pollution.

➢ *Pollutants and Pollution Levels.* The San Francisco Bay Area is one of the state-designated critical air pollution basins. While over 75 percent of the region's population lives in areas which meet National air quality standards, and while air quality has steadily improved in the last two decades, there are some portions of the region which have continued to exceed acceptable levels for ozone and suspended particulates during the past several years.

The region's most serious pollution problems are attributable to the hydrocarbons, nitrogen oxides and carbon monoxide from automobile emissions. These emission pollutants are compounded by the region's topography and climatic factors such as wind patterns and seasonal temperature inversions. Temperature inversions are the result of warm dry air riding over cool marine air at varying heights, creating

a layering effect that limits the volume of air into which pollutants can be dispersed. The inversion coupled with low wind speeds reduces the "ventilation" or total volume of air available to dilute and disperse pollution. The poor ventilation resulting from inversions during the warm, sunny months fosters the development of photochemical oxidant, of which ozone is the major component. That is why the period from April to October is usually the "ozone season" in the Bay Area, when air pollution is most apparent.

The Bay Area Pollution Control District which monitors air quality in communities throughout the Bay Area does not operate an air monitoring station in Millbrae, so specific information on air quality in Millbrae is not available. However, information on observed levels of pollutants and the number of days ambient air quality standards were exceeded is available for the monitoring station at Redwood City. In the 1985-89 period, the national standard for ozone of 0.12 parts per million (PPM) was exceeded one time. The State standard of 0.09 PPM was exceeded eleven times during that period.

➢ *Regulation of Air Quality.* Millbrae is part of the San Francisco Bay Area Air Quality Management District (BAAQMD) which regulates air pollution emissions throughout the Bay Area according to regional air quality standards. Air quality standards are set by the Federal Government (Air Quality Act of 1967) and implemented through the Environmental Protection Agency and the California Air Resources Board.

Pursuant to the Clean Air Act of 1988, the BAAQMD in cooperation with the Metropolitan Transportation Commission (MTC) and the Association of Bay Area Governments (ABAG) developed the 1991 Clean Air Plan (Air Quality Management Plan--AQMP) for the Bay Area. This plan includes long term control strategies for attaining and maintaining air quality standards. The Plan includes additional pollution controls on industry and reflects tighter emission standards on vehicles. Primary emphasis is on reducing the use of motor vehicles through Transportation System Management (TSM) and Transportation Demand Management (TDM) measures. TSM and TDM are discussed in the Circulation Element of the Millbrae General Plan.

In order for Millbrae's General Plan to be consistent with the AQMP, the City's population and employment projections must fall within those anticipated in the AQMP. The City must also assure that the cumulative air quality impacts of land use patterns, potential development, and circulation policies for Millbrae are adequately mitigated. Lastly, the General Plan must require individual project analysis and impact mitigation consistent with CEQA requirements.

The General Plan responds to these concerns in several ways:

— ***Making minimal changes to the City's existing land use pattern and densities.*** Approximately 90 percent of the land in Millbrae is developed with urban uses. Growth in population and households is expected to be fairly moderate as the City approaches build-out due to the limited availability of vacant land in the City. Development in the Millbrae Station Area Specific Plan area is expected to result in the most significant change. From a regional sense, development of a higher intensity, transit-oriented mixed use area reinforces a city-centered concept of urban development that directs in-fill growth to areas where infrastructure capacity may be available or uncommitted. Without further information on the potential types and intensities of uses, it is not possible to evaluate potential air quality impact, however, transit-oriented development is highly desirable from a regional standpoint.

— ***Encouraging alternative transportation modes.*** The Plan supports and encourages frequent accessible transit service and the application of Transportation Demand Management (TDM) to promote the use, maintenance and expansion of alternative

transportation modes such as transit, vanpools, carpools, and bicycles. A major focus of this effort is the City's participation in and support for the San Mateo County Transportation System Management Plan. Also, the new Millbrae BART Station is seen as a significant new development towards encouraging transit use by city residents and employees.

— *Encouraging mixed use development.* The Plan encourage mixed uses, such as residential, commercial and office, within a single project to reduce vehicle trips.

— *Ensuring compatible land uses.* The Plan favors land use patterns that will reduce vehicle miles traveled by locating residential uses near services, transit, and shopping where compatible. The Plan also tries to minimize the impact of localized air pollutants on sensitive land uses such as hospitals, senior citizen housing, and parks through careful siting and use of buffer areas.

➢ *Reviewing and mitigating project-specific impacts.* The City reviews proposed projects to determine any projected impacts on air quality and require appropriate mitigation measures as necessary. Such measures may include preferential car pool parking, providing bicycle storage, bus stop shelters and/or reduced emissions from stationary sources.

➢ *Coordination with other agencies.* The City seeks to comply with and enforce provisions of the 1991 Bay Area Clean Air Plan and coordinate with the Bay Area Air Quality Management District regarding emissions from existing and future developments.

6.7 Energy Conservation

The Pacific, Gas and Electric Company (PG&E), transports energy to Millbrae. Energy supply is offered by the ABAG Power Pool is generated in the Southwest, California and Canada.

Since the 1970's the United States and many other countries have been facing an energy crisis. The cause of this crisis is two-fold: 1) the United States consumes more energy than it produces, and 2) energy sources that were formerly feasible have been found to create harmful environmental effects, such as coal and fuel oil with a high sulfur content.

Energy conservation (reducing consumption) and the use of alternative energy systems (producing energy in cleaner, more sustainable ways) are important aims for all Millbrae residents to ensure that energy is available to meet future needs.

Following is a brief overview of some of the conservation techniques and alternative energy efforts that can be undertaken to improve energy conservation in Millbrae.

➢ *Title 24 of the Uniform Building Code.* State law requires that all new building construction and additions meet energy efficiency standards as set forth in Title 24 of the Uniform Building Code. Title 24 establishes standards to ensure adequate light and ventilation in buildings, and requires new buildings and additions to be designed for energy conservation and efficiency.

➢ *Insulation and Weather-Proofing.* Property owners should retrofit their buildings with weatherstripping and caulking around doors and windows to reduce heat loss. Insulation of attics, exterior walls and water heaters will also contribute to reduction of heat loss.

➢ *Solar Energy.* Many buildings in Millbrae are situated or can be situated to take advantage of solar heating opportunities. Installation of solar panels on these buildings can help utilize solar energy for heating and cooling. Property owners should be encouraged to install solar panels for heating and cooling interior spaces with solar energy, and for heating swimming pools and spas.

➢ *Solar Access.* According to State law, each parcel in a subdivision has the right to receive sunlight across adjacent parcels for any solar energy system (Section 66475.3 of State Government Code), and new residential subdivisions must provide to the extent feasible for passive and natural heating and cooling opportunities (Section 66473.1). Similarly, the Solar Shade Control Act prohibits the placement

of vegetation in locations that would shade a solar collector on another's property. View preservation is also a concern.

6.8 Millbrae's Urban Forest

The City of Millbrae, with its 55 linear miles of streets has a tree density of 68 trees per mile, which is slightly more than one-half the national average. Of the street tree species found, 35% are Sycamore or London Plane trees. Ideally, no one species should represent more than 5% of the tree population. The practice of pollarding (topping) has resulted in a large number of poorly structured trees. Although, this pruning method has been curtailed, view pruning is allowed in hillside locations.

On summer days, downtown areas of most cities are 3 to 10 degrees warmer than the surrounding region. By shading urban concrete and asphalt, which absorb the sun's rays, trees help lower a city's temperature. In addition, tree shade lowers air conditioning cost 10-15%.

According to Forest Service analysis, trees can add 7-20% to the value of a property. Trees strengthen neighborhoods values in Millbrae by giving streets identity and a sense of place. Trees also protect building exteriors from deterioration due to sun exposure. Trees also absorb sound and soften noise, serving as baffles against the noise of busy boulevards and freeways. They can mask urban noise by generating pleasing sounds, like rustling leaves and birdsong.

As of the 1998-2000 budget, the City will take over responsibility for street tree care and pruning from private property owners. In addition, the Park and Recreation Department has prepared a "Recommended List of Trees" differentiating small stature, medium stature and large stature trees. The Park and Recreation Department has also prepared Policy Guidelines for City Park and Open Space Trees/Views.

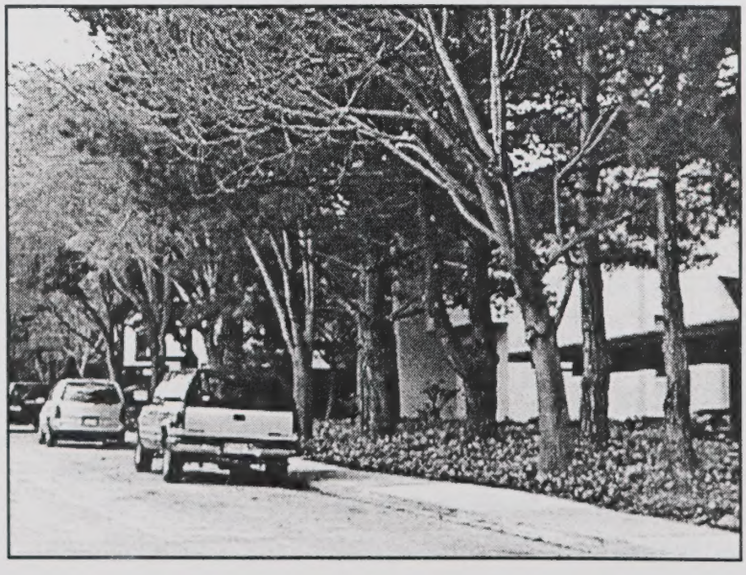
6.9 Recycling

The City operates a Source Reduction and Recycling (SRR) program, designed to meet state law requiring a 50% reduction of waste to landfills by the year 2000. The program approach is to reduce the amount of waste delivered to the landfill through outreach and education to the community to inform them of the many opportunities to reduce, reuse, recycle and buy recycled products. The City SRR program includes backyard and worm composting, organic gardening, art reuse and waste prevention workshops, school assistance, outreach and education activities technical assistance for businesses, participation in the Bay Area Regional Shop Smart Program and Household hazardous waste collection events. New programs being planned include curbside collection of yardwaste and expanded mixed waste processing.

6.10 Recreation Programs

The Park and Recreation Department must balance the citizenry expectations for both traditional and innovative programming while maximizing direct cost recovery. Recreation programs cover special interest classes, feature special events, year-round tiny tot/pre-school, after school sports and enrichment programs, adult sports, senior nutrition, senior leisure activities, summer aquatics, summer youth camps, youth "at risk" programs, building rentals and other co-sponsored events.

Over the past five years, overall enrollment has substantially increased in youth sports and summer programs, however, the lack of sufficient capital has stalled innovative/continuous improvement projects requiring funding (i.e. field/court expansion and conversion, facility upgrades and other capital needs). In order to respond to the demand and meet the ever changing needs, the Department continues to look for viable public and private partnerships which are mutually beneficial.



6.11 Parks, Open Space and Conservation Goals

The goals set forth below provide a framework for the subsequent articulation of the City's policies and implementing programs that will guide future city actions regarding the management of parks, open spaces, and natural resources. The goals are presented in three sections: parks and recreation goals; open space goals; and conservation goals.

Parks and Recreation Goals

PC1

Provide Sufficient, Diverse, and Accessible Recreational Opportunities
Provide sufficient, diverse, and accessible recreational opportunities for all Millbrae residents—including children, youth, seniors, and others with special needs—in parks, recreation facilities, school yards and open space balanced with the protection of important habitat areas areas throughout the City.

PC2

Maintain Existing Recreation Facilities
Maintain current park amenities and infrastructure in a safe, attractive and functional recreation environment.

PC3

Improve the Spur Property as a Recreational Resource
Provide improvements to the Spur Property to enhance its function as a community-wide open space and recreational amenity.

Open Space Goals

PC4

Protect Open Space Resources
Preserve the undeveloped open space areas in the City to maintain visual buffers between developed areas, preserve natural and man-made resources, minimize health and safety hazards, and provide recreational opportunities.

PC5

Provide for Public Access and Use of Open Space as Appropriate
To enhance the recreational value of open space areas, provide for public access to and use of open space areas where such access and use will not harm the area's natural features or habitat.

Conservation Goals

PC6

Protect and Conserve Natural Resources
Preserve natural resources which provide important habitat, ecological or archeological value, and maintain clean air and water quality.

6.12 Parks, Open Space and Conservation Policies

Goal PC1 — Provide Sufficient, Diverse, and Accessible Recreational Opportunities

PC1.1 **Recreation Needs.** Respond to the diverse recreation needs of Millbrae residents and meet the long-term projected recreation needs and preferences of individuals and groups within the community, including those with special needs.

PC1.2 **New Recreation Facilities.** Pursue opportunities through public and private means for developing new recreational facilities and/or expanding and enhancing existing recreation facilities in those parks where existing facilities are deficient.

PC1.3 **New Residential Development.** Require that all new multi-family residential projects provide a significant amount of on-site open space/recreation facilities for residents *or* provide a combination of park in-lieu fees and on-site recreational facilities.

PC1.4 **Joint Use of School Property.** Maintain the levels of recreational service in Millbrae by continuing to coordinate with the local school districts in the joint use and maintenance of school recreation facilities.

PC1.5 **Bicycle Routes and Facilities.** Develop an action program for bicycle route improvements including signing, striping, paving and provision of bicycle facilities.

Goal PC2 — Maintain Existing Recreation Facilities

PC2.1 **Park Facilities Maintenance and Inspection.** Continue regular inspection and maintenance of park facilities to prolong the life of equipment, ensure facility safety and accessibility, and enhance the enjoyment of park users.

PC2.2 **Project Review.** When reviewing new park facility proposals, assure that long term maintenance needs are considered, including need for future staff and equipment.

PC2.3 **In-Lieu Recreation and Condominium Park Fees.** Exact in-lieu fees according to California Government Code 66477 and the Municipal Code to fund park and recreation facility improvements, and use the interest earned on fees to fund facility maintenance.

PC2.4 **Community Maintenance Efforts.** Continue to encourage community organizations and private citizens to help the City maintain public parks and open spaces.

Goal PC3 — Improve the Spur Property as a Recreational Resource

PC3.1 **Spur Property Improvements.** Enhance the function of the Spur property as a recreational amenity for City residents, with additional landscaping, hiking trails, benches and related amenities.

Goal PC4 — Protect Open Space Resources

PC4.1 **Open Space Protection and Preservation.** Protect and preserve open space lands in the City, and maintain them as necessary to protect the public health, safety and welfare. Protected open space areas should include:

(1) Portions of property which have significant value to the public as scenic resources or which serve public recreation purposes.

(2) Portions of property which are identified through the EIR process as environmentally sensitive habitat areas or archaeological sites, with development setbacks and other mitigation measures as recommended in the EIR to ensure protection of such resources.

(3) Portions of property subject to geologic or seismic hazards, erosion, flooding, liquefaction, or other hazards, unless such hazards can be adequately mitigated to assure the protection of public health and safety for the life of the project.

PC4.2 **Development Review Process.** Maximize open space preservation opportunities in the private development review process and other approaches that minimize on-going City costs and liability exposure and still achieve City open space goals.

PC4.3 **Open Space Preservation.** The following means will be considered for preserving open space resources, in order of priority: (1) private development review process; (2) public-private partnerships; and lastly, (3) public funds. Possible means are described below.

Private Resources

(1) Require permanent dedication of open space areas with high habitat, visual, recreational, or archaeological value as a condition of development. These lands should be owned and maintained by private parties unless they are appropriate for use as trails or other public-access uses.
(2) Use visual or public-access easements and building setbacks to protect open space resources while allowing development on private parcels.
(3) Use impact fees from development of land with lower open-space values to acquire easements or ownership on land with higher open-space values.
(4) Encourage clustering of units to protect areas with high open space values.
(5) Encourage grants and donations of undeveloped property with high open-space values from private individuals or organizations.
(6) Encourage private, non profit and other public agencies to acquire and maintain undeveloped land for open space preservation. These methods are preferred over the use of city funds for acquisition.

Public-Private Partnerships

(1) When parcels on planned trail or pathway corridors are developed, require the developer to construct the portion of the trail crossing the parcel as one of the conditions of development.
(2) Work with organizations such as the Urban Creeks Council, Trust for Public Lands, Nature Conservancy, Coastal Conservancy, and other cities to perform creek restoration and other tasks related to open space.

Public (City) Funds

(1) Prioritize parcels with high habitat, visual, archaeological or recreational values for purchase by the City if funds become available.

PC4.4 **Improvements in Open Space.** Design any improvements in open space areas to minimize adverse impacts to habitats (including provision of a buffer to minimize human disturbances), views, and other open space resources.

PC4.5 **Trees and Landscaping.** Protect existing trees and encourage drought-tolerant landscaping, including new tree plantings, in private and public areas, including street medians. Utilize the design review process to review landscaping plans and enforce tree and landscape goals, consistent with the preservation of views.

Goal PC5 — Provide Public Access and Use of Open Space as Appropriate

PC5.1 **Open Space Access.** Pursue public access to open space lands through the Tentative Map process to require dedications, easements and other mechanisms in the Conditions of Approval for a project.

PC5.2 **Access Design and Protection of Natural Resources.** For open space areas in public ownership, clearly delineate areas which are appropriate for public use and access, and differentiate them from those areas to be protected from human disturbance. In areas where public access is appropriate, provide access points and accessible design features (e.g., trails and related facilities).

PC5.3 **Special Need Groups.** Ensure that public access points and recreational design features provide equal opportunity for people with special needs to access and enjoy public open space areas.

PC5.4 **Development Review.** Review all new development or improvement proposals through the City's development and design review processes for: (1) impacts on access to sunlight; (2) provision of landscaped setbacks; (3) provision of street furniture in public open spaces; and (4) impacts on views.

PC5.5 **Critical Public Views and Ridgelines.** Require assessment of critical public views and ridgelines as part of the project review process to assure that projects protect natural resources through proper site planning, building design, and landscaping.

Goal PC6 — Protect and Conserve Natural Resources

PC6.1 **Habitat Protection.** Preserve important plant and wildlife habitats, including chaparral, broadleaf/riparian woodlands, open grasslands, marshy areas, creeks, and sensitive nesting sites. Loss of these habitats should be fully offset through creation of habitat of equal value, with the compensation rate for habitat recreation determined by a qualified biologist.

PC6.2 **Rare and Endangered Species.** Limit development in areas which support the San Francisco garter snake, red-legged frog, and other rare or endangered species. If development of these areas must occur, any loss of habitat should be fully compensated on-site. If off-site mitigation is necessary, it should occur within the Millbrae planning area whenever possible, and must be accompanied by plans and a monitoring program prepared by a qualified biologist.

PC6.3 **Development Patterns.** Encourage development patterns which minimize impacts on the City's environmental resources and integrate development with open space areas. Cluster development and other creative site planning techniques should be encouraged to preserve open space, habitat, and other environmental or recreational resources.

PC6.4 **Development Setbacks.** Lands adjacent to sensitive habitat areas should be protected as public or private permanent open space through dedication or easements. New developments adjacent to such areas should provide adequate building setbacks to buffer against potential impacts, with adequate access easements provided to allow for necessary open space maintenance.

PC6.5 **Air Quality.** Strive to achieve federal and state air quality standards by managing locally generated pollutants, coordinating with other jurisdictions, and implementing measures to reduce automobile trips in Millbrae and the region. Require that local project Environmental Impact Reports meet the air quality analysis criteria set forth by the Bay Area Air Quality Management District.

PC6.6 **Air Pollution Sensitive Land Uses.** To the extent feasible, separate air pollution sensitive land uses from sources of air pollution.

PC6.7 **Agency Coordination in Air Quality Improvements.** Coordinate review of large projects with local, regional and state agencies to improve air quality.

PC6.8 **Water Quality Strategies.** Implement habitat protection programs and evaluate proposed projects for potential water quality impacts which may require sediment basins as part of grading activities, grease/oil traps where concentrations of such pollutants are anticipated, or other measures.

PC6.9 **Water Quality.** Maintain, at a minimum, the water quality levels established by the Environmental Protection Agency (EPA) and achieve the highest possible level of water quality reasonable for an urban environment.

PC6.10 **Wastewater Effluent.** Ensure that treated wastewater meets the standards established by the State Regional Water Quality Board.

PC6.11 **Water Conservation.** Conserve water resources in existing and new development, and work with the San Francisco Bay Area Water Users Association and the water agencies of the San Mateo County to develop a regional approach to water conservation.

PC6.12 **Water Saving Landscaping and Irrigation.** Promote the use of low-water-use landscaping and irrigation devices in parks and require such devices of new projects during review of new projects and modifications to existing developments.

PC6.13 **Property Owner Water Saving Techniques.** Encourage all property owners to implement the following conservation techniques: utilize drought tolerant plant materials; limit turf areas to 25 percent of landscaping; limit hours of the day for watering; retrofit with water-conserving fixtures; retrofit existing bathrooms and install new bathrooms with ultra low-flow toilets and water-conserving shower heads.

PC6.14 **Soil Stabilization.** Prevent soil erosion by retaining and replanting vegetation, and by siting development to minimize grading and land form alteration. In hillside areas, require preparation of a drainage and erosion control plan when projects include land alteration or vegetation removal.

PC6.15 **Energy Efficiency: Title 24.** Require that all new buildings and additions in the City be in compliance with the energy efficiency standards of Title 24 of the California State Building Code.

PC6.16 **Solar Heating and Cooling.** Encourage installation of solar panels for heating and cooling with solar energy.

PC6.17 **Solar Heating for Pools.** Encourage property owners to heat all new and existing spas and swimming pools with solar energy.

PC6.18 **Energy Conservation.** Promote energy conservation in new and existing development and encourage use of alternative energy sources, including passive heating and cooling, by allowing variances to site or building requirements (i.e., setbacks, lot coverage, building height, etc.) where consistent with public health and safety.

PC6.19 **Recycling.** Enhance the long-term viability of natural resources and reduce the volume of material sent to solid waste sites by continuing the City's source reduction and recycling programs, encouraging the participation of all City residents and businesses.

6.13 Parks, Open Space and Conservation Implementing Programs

Parks and Recreation Programs

PCIP-1 **Recreation User Surveys.** Encourage feedback from recreation program participants, facility users and the general community with periodic surveys.

PCIP-2 **Recreation Program Responsiveness.** Based upon a periodic review of recreation user needs, expand and diversify recreation program offerings to address new and unmet recreation needs.

PCIP-3 **Parks Facilities Plan.** Consider adopting and regularly reviewing a Parks Facilities Plan which would address the need for new facilities as well as maintenance of existing facilities. This plan would be used as a basis for establishing park in-lieu fees, review of the City's Capital Improvement Program, park use fees, volunteer assistance needs and ADA requirements.

PCIP-4 **Park and Playfield Inspections.** Perform and document monthly inspections of park amenities and infrastructure and inspect playfields during weekly maintenance.

PCIP-5 **Park Facility Maintenance.** Ensure that park and recreation facility maintenance is performed in a timely manner in response to problems and deficiencies noted in routine inspections.

PCIP-6 **City/Schools Joint Use Agreement.** Continue to implement joint use agreements with local school districts for the shared use and maintenance of their recreational facilities.

PCIP-7 **Park Dedication Fees.** Review current requirements for park dedication fees for new development and revise as needed.

PCIP-8 **Pedestrian Improvements.** Install the following improvements where appropriate to pedestrian walkways: benches, lighting, new landscaping, trash cans, and children's play apparatus that do not require large safety areas (e.g., spring toys and sand play areas).

PCIP-9 **Bicycle Facilities Action Program.** Develop an action program to identify, prioritize, and implement needed improvements to bicycle paths, routes, signage, and parking facilities.

Open Space Programs

PCIP-11 **Open Space Management Plan.** Develop an Open Space Management Plan to identify criteria for use and maintenance of open space area, and to define the responsibilities of fire, police and public works in relation to open space maintenance and management. The Plan should also define the conditions of approval for development located in or adjacent to existing open space lands.

PCIP-12 **Maintenance Funding.** Identify funding sources for ongoing maintenance of open space lands.

PCIP-13 **Street Tree and Landscape Master Plan.** Develop a street tree and landscape master plan for major streets. The plan should promote the use of indigenous species and be guided by the concept of interconnected open space in Millbrae, linked visually via dense street plantings along the sides of streets and in median strips. The plan should include special plantings at gateways to the city.

PCIP-14 **Tree Preservation Ordinance.** Consider updating the Tree Preservation Ordinance that will define the types and sizes of trees to be protected, and will include specific criteria, procedures, and mitigation measures when trees are proposed to be removed.

PCIP-15 **Adopt-a-Tree Program.** Continue to implement the Adopt-a-Tree program to encourage additional plantings in the City right-of-way.

Conservation Programs

PCIP-16 **Habitat Protection Ordinance.** Comply with State and Federal laws regarding habitat protection to identify and protect areas of biological value, including chapparal, broadleaf/riparian woodlands, open grasslands, marshy areas, creeks, and sensitive nesting sites. The ordinance would include setback requirements, guidelines for impact avoidance and mitigation, standards for compensation of habitat loss (as established by a qualified biologist), and requirements for monitoring and habitat enhancement plans.

PCIP-17 **Consultation on Fish and Wildlife Impacts.** The City will continue to notify and consult with the California Department of Fish and Game and the Army Corps of Engineers when development projects are proposed in locations where there may be impacts to fish and wildlife and their habitats.

PCIP-18 **Environmental Education**. Establish public information/education programs to enhance public knowledge about environmental protection and conservation measures.

PCIP-19 **Air Quality Strategies.** Implement trip reduction and energy conservation measures, including jobs/housing balance and Transportation Systems Management programs as identified in the Land Use, Circulation and Housing Elements; and coordinate with regional and state agencies and other jurisdictions in enhancing air quality.

PCIP-20 **Water Conservation Efforts.** Work with other cities and agencies in the region to develop and implement a regional approach to water conservation.

PCIP-21 **Water Emergencies.** Declare a state of water emergency when mandatory water conservation and/or water rationing is necessary and prepare newsletter articles and brochures to educate customers about water conservation.

PCIP-22 **Energy Information and Outreach.** Continue to expand and monitor information about energy conservation and establish a public outreach program to inform Millbrae residents and businesses about the availability and importance of the information.

PCIP-23 **Citywide Recycling Program.** Continue the citywide residential recycling program.

PCIP-24 **Source Reduction and Recycling Element.** Continue to implement a Source Reduction and Recycling Element in accordance with State regulations.

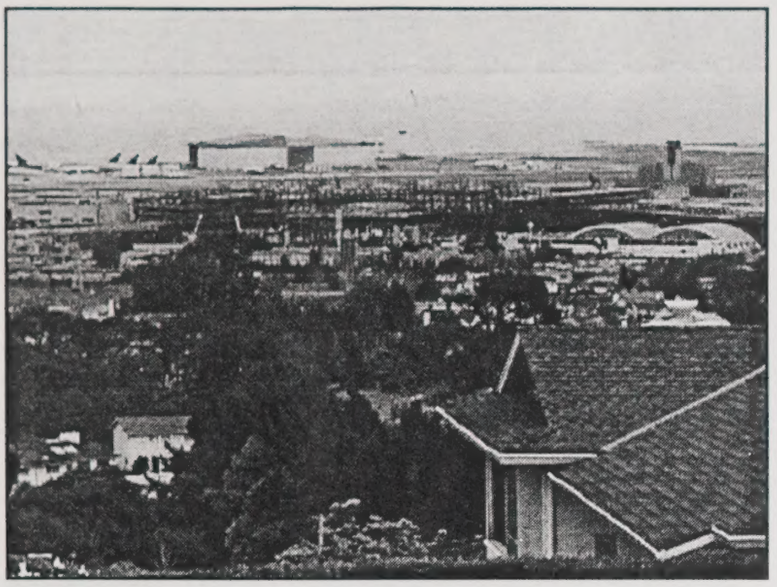
PCIP-25 **Recycling Information.** Continue to inform all Millbrae residents and businesses about recycling opportunities.

PCIP-26 **Recycling Bins Incentives.** Consider waiving fees and simplifying the review process for trash enclosures around recycling bins.

PCIP-27 **Deconstruction Program.** Establish a program to recycle building construction and demolition material as much as possible.

Chapter 7

Noise Element



Noise Element

Table 7-1: Summary of Key Noise Element Issues

The Noise Element of the Millbrae General Plan has two primary concerns:

Protecting the City's Existing Neighborhoods and Commercial Areas.
Provide a basis for enforcing noise standards to minimize the intrusive effects of nuisance or single-event noise sources (such as aircraft, construction noise, amplified music, etc.) on the day-to-day quality of life in Millbrae.

Assuring that New Development is Done Appropriatly
Integrate noise considerations with the Land Use and Circulation Elements, and evaluate the impacts and appropriateness of new development and redevelopment with the noise environment of the City.

7.1 Introduction

The purpose of the Noise Element is to appraise existing noise problems in the community and to provide guidance to planners and developers for avoiding problems in the future. It also can provide the basis for code enforcement and other regulations, and adoption of a noise ordinance to control nuisances such as off-hour truck unloading, trash pick-up, barking dogs, loud music, and vehicle noise.

Noise is generally defined as unwanted sound. Whether a sound is unwanted depends on when and where it occurs, what the listener is doing when it occurs, characteristics of the sound (loudness, pitch and duration, interval, and speech or music content) and how intrusive it is above background sound levels. Examples of major noise generators in or near Millbrae include Highway 101, I-280, CalTrain, the new BART extension, aircraft operations at San Francisco International Airport, and construction operations.

The Noise Element is most closely associated with the Land Use and Circulation Elements of the Millbrae General Plan. Specific concerns are addressed in this Element and in the Land Use and Circulation Element. Issues are: (1) establishment of noise compatible land uses; (2) regulation of new development to limit noise impacts on noise-sensitive uses; (3) minimization of traffic noise; (4) enforcement of noise standards to protect the existing quality of life; and (5) insultation of residences exposed to excessive levels of noise.

7.2 Noise Element Requirements

A Noise Element has been required as part of local General Plans since 1971. The State Legislature adopted the California Noise Control Act of 1973, which defined the following findings and policy:

(1) Excessive noise is a serious hazard to the public health and welfare.

(2) Exposure to certain levels of noise can result in physiological, psychological, and economic damage.

(3) There is a continuous and increasing bombardment of noise in urban, suburban, and rural areas.

(4) Government has by and large not taken the steps necessary to provide for the control, abatement, and prevention of unwanted and hazardous noise.

(5) It is the policy of the State to provide an environment for all Californians free from noise that jeopardizes their health or welfare.

To implement this policy, Section 65302(f) of the California Government Code requires each city to have a Noise Element as part of its General Plan. The Government Code states that the Noise Element should be prepared according to guidelines established by the State Department of Health Services, Office of Noise Control. The excerpt below is from Section 65302(f) of the Government Code.

"(f) A noise element which shall identify and appraise noise problems in the community. The noise element shall recognize the guidelines established by the Office of Noise Control in the State Department of Health Services and shall analyze and quantify, to the extent practicable, as determined by the legislative body, current and projected noise levels for all of the following sources:

(1) Highway and freeways.

(2) Primary arterials and major local streets.

(3) Passenger and freight on-line railroad operations and ground rapid transit systems.

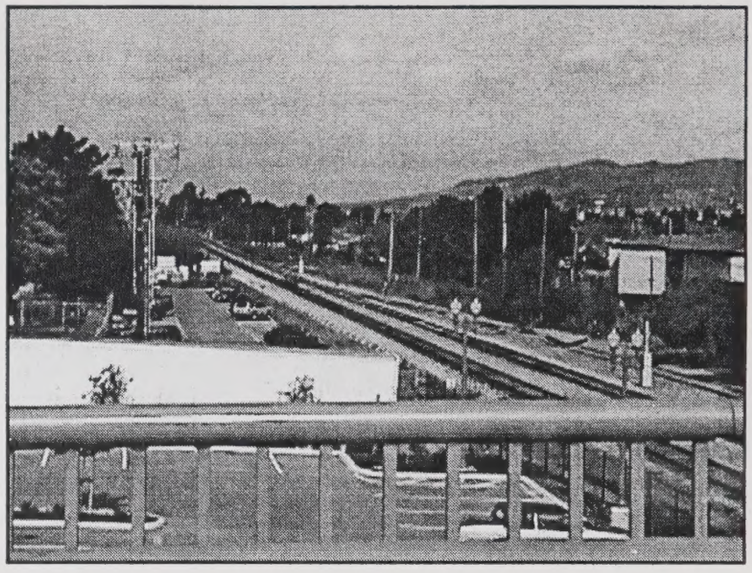
(4) Commercial, general aviation, heliport, helistop, and military airport operations, aircraft overflights, jet engine test stands, and all other ground facilities and maintenance functions related to airport operation.

(5) Local industrial plants, including, but not limited to, railroad classification yards.

(6) Other ground stationary noise sources identified by local agencies as contributing to the community noise environment.

Noise contours shall be shown for all of these sources and stated in terms of community noise equivalent level (CNEL) or day-night average level (Ldn). The noise contours shall be prepared on the basis of noise monitoring or following generally accepted noise modeling techniques for the various sources identified in paragraphs (1) to (6), inclusive.

The noise contours shall be used as a guide for establishing a pattern of land uses in the land use element that minimizes the exposure of community residents to excessive noise.



The noise element shall include implementation measures and possible solutions that address existing and foreseeable noise problems, if any. The adopted noise element shall serve as a guideline for compliance with the state's noise insulation standards."

7.3 Noise Background

Introduction to Environmental Noise

Understanding environmental noise includes the physical description of noise and the way humans react to different noises. The important physical characteristics of noise include frequency (pitch), amplitude (loudness) and duration. The effects of noise on people can be grouped into three general categories: (1) subjective effects, such as annoyance and nuisance; (2) interference with activities, such as hearing and sleep; and (3) physiological and physical effects, such as startle and hearing loss.

The standard unit of sound measurement, which includes both loudness and frequency, is the decibel, abbreviated "dB". Filters are used with sound level measuring equipment to emphasize various frequency or pitch ranges. The "A" filter is most commonly used since it comes closest to matching the frequency response of the human ear.

Sound pressure levels measured in decibels are calculated on a logarithmic basis. An increase of 10

decibels represents a tenfold increase in sound pressure, or acoustic energy. In a very general way, 10 dBA is about the threshold of hearing, 40 dBA is considered quiet, 70 dBA is considered moderately loud, 100 dBA is considered very loud, and 120 dBA is the threshold for pain.

The Effects of Noise

Noise has a significant impact on the overall quality of life. Environmental noise, in almost every case, produces effects which are subjective in nature or involve interference with human activity. However, brief sounds at levels exceeding 70 dBA can produce temporary physiological effects such as constriction of blood vessels, changes in breathing, and dilation of the pupils. Steady noises of 90 dBA have been shown to increase muscle tension and adversely affect simple decision making.

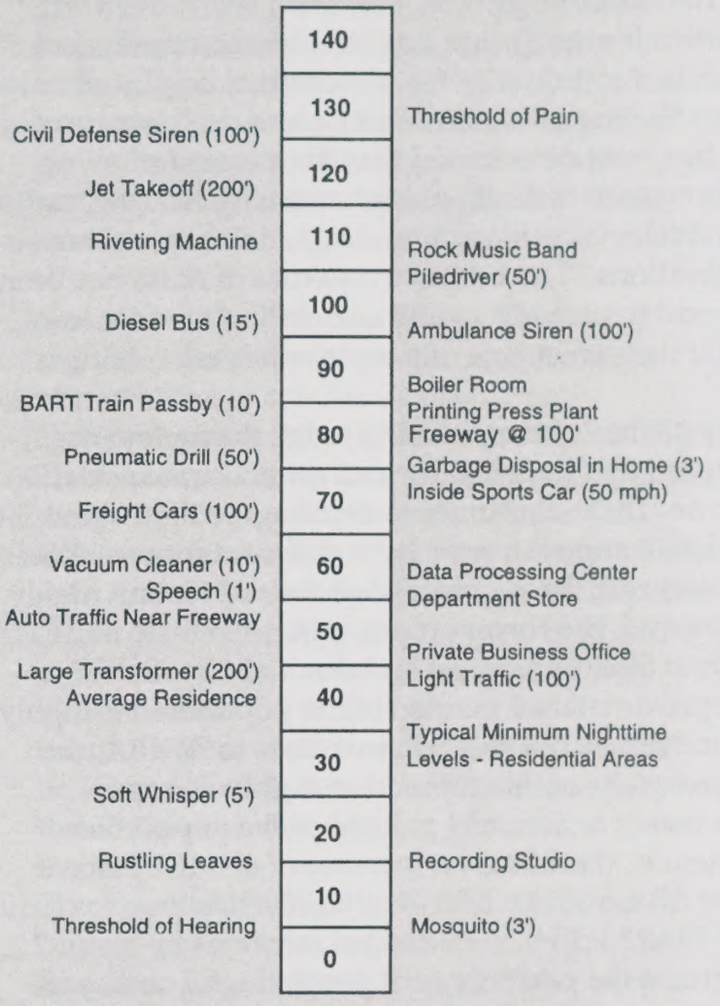
While physical damage to the ear from an intense noise impulse is rare, a degradation of auditory acuity can occur even within a community noise environment. Hearing loss occurs mainly due to chronic exposure to excessive noise, but may be due to a single event such as an explosion. Natural hearing loss associated with aging may also be accelerated from chronic exposure to loud noise.

The Occupational Safety and Health Administration (OSHA) has a noise exposure standard which is set at the noise threshold where hearing loss may occur from long-term exposure. The maximum allowable level is 90 dBA averaged over eight hours. If the noise is above 90 dBA, the allowable exposure time is correspondingly shorter.

The thresholds for speech interference indoors are about 45 dBA if the noise is steady, and above 55 dBA if the noise is fluctuating. Outdoors, the thresholds are about 15 dBA higher. Steady noise of sufficient intensity (above 35 dBA) and fluctuating noise levels above approximately 45 dBA have been shown to affect sleep. Interior residential standards for multi-family dwellings are set by the State of California at 45 dBA Ldn.

The Ldn noise descriptor was developed by the United States Environmental Protection Agency (EPA) in the early 1970s to assess the compatibility of residential development with various levels of environmental noise. The EPA, under the direction

Table 7-2: Typical Sound Levels Measured in the Environment and Industry



(100') = Distance in feet between source and listener

of the United States Congress, determined that an Ldn of 55 dB is the requisite level to protect the public health and welfare in residential areas where outdoor use is important. Their recommendation included a 5 decibel factor of safety. Their studies indicate that at an Ldn of 60 decibels, there begins to be significant problems with speech interference outdoors and activity and sleep disturbance problems indoors.

Outdoor noise levels vary considerably depending on the local environment. Outdoor Day-Night Average (Ldn) sound levels can be as low as 30 to 40 dBA (Ldn) in wilderness areas and as high as 85-90 dBA (Ldn) in noisy industrial urban areas. The EPA has estimated that nearly half of the nation's metropolitan population live in areas exposed to levels between 55 to 60 dBA (Ldn). Generally, in

Millbrae, Ldn levels in most residential areas and in backyard areas shielded by homes from major roads are below 60 dBA (Ldn).

Attitude Surveys

Attitude surveys are used to measure annoyance felt in a community for noises intruding into homes or affecting outdoor activity areas. In these surveys, it has been determined that the causes for annoyance include interference with hearing, radio and television reception, sleep and rest, and house vibrations. The Ldn as a measure of noise has been found to provide a valid correlation of noise level and the percentage of people annoyed.

People have been asked to judge the annoyance caused by aircraft noise and ground transportation noise. There continues to be disagreement about the relative annoyance of these different sources. When measuring the percentage of the population highly annoyed, the threshold for ground vehicle noise is about 55 dBA Ldn. At an Ldn of about 60 dBA, approximately 2 percent of the population is highly annoyed. When the Ldn increases to 70 dBA, the percentage of the population highly annoyed increases to about 12 percent of the population. There is, therefore, an increase of about 1 percent per dBA from an Ldn of 60 to 70 dBA. From an Ldn of 70 to 80 dBA, each decibel increases by about 2 percent the percentage of people highly annoyed.

People appear to respond more adversely to aircraft noise. When the Ldn is 60 dBA, approximately 10 percent of the population is believed to be highly annoyed. Each decibel increase to 70 dBA adds about 2 percentage points to the number of people highly annoyed. Above 70 dBA, each decibel increase results in about a 3 percent increase in the percentage of the population highly annoyed.

Background on Noise Standards

It is difficult to specify generally acceptable noise levels for everyone. What is annoying to one person may be unnoticed by another. Standards may be based on documented complaints in response to documented noise levels, or on studies on the ability of people to sleep, communicate or work under various noise conditions. All such studies, however, recognize that individual responses vary considerably. Standards usually address the needs of most of the population.

Table 7-3: Definitions of Acoustical Terms

Decibels, db: A unit for describing the amplitude of sound, equal to 20 times the logarithm to the base 10 of the ratio of the pressure of the sound measured to the reference pressure which is 20 micropascals (20 micronewtons per square meter).

A-Weighted Sound Level: The sound pressure level in decibels as measured on a sound level meter using the A-weighing filter network. The A-weighing filter de-emphasizes the very low and very high frequency components of the sound in a manner similar to the response of the human ear and gives good correlation with subjective reactions to noise.

L10: The A-weighted sound level exceeded 10 percent of the sample time. Similarly, L50, L90, L99, etc.

Equivalent Energy Level, Leq: The sound level corresponding to a steady state sound level containing the same total energy as a time varying signal over a given sample period. Leq is typically computed over 1, 8 and 24 hour sample periods.

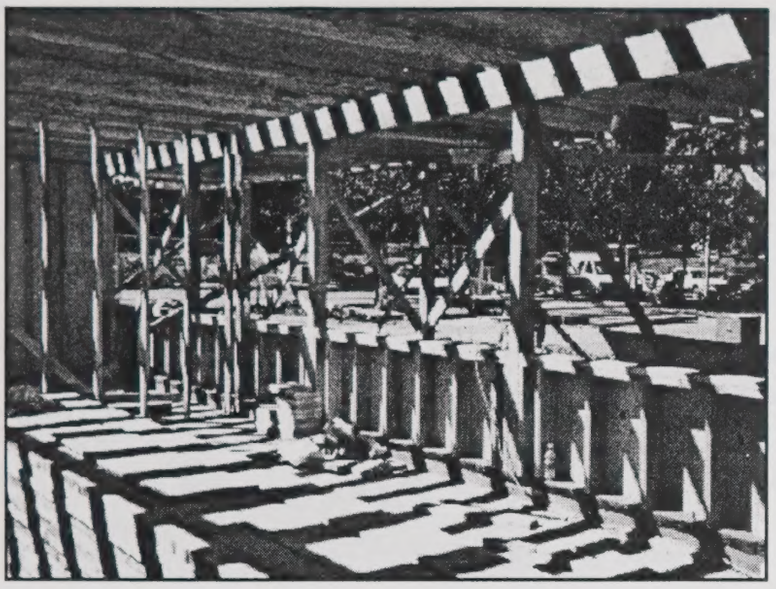
CNEL, Community Noise Equivalent Level: The average equivalent A-weighted sound level during a 24-hour day, obtained after addition of five decibels to sound levels in the evening from 7 p.m. to 10 p.m. and after addition of 10 decibels to sound levels in the night before 7 a.m. and after 10 p.m.

Ldn, Day-Night Average Level: The average equivalent A-weighted sound level during a 24-hour day, obtained after addition of 10 decibels to sound levels in the night before 7 a.m. and after 10 p.m. *(CNEL and Ldn represent daily levels of noise exposure averaged on an annual basis, while Leq represents the equivalent energy noise exposure for a shorter time period, typically one hour.)*

Noise Exposure Contours: Lines drawn about a noise source indicating constant energy levels of noise exposures. CNEL and Ldn are the metrics utilized herein to describe community exposure to noise.

Ambient Noise Level: The composite of noise from all sources near and far. In this context, the ambient noise level constitutes the normal or existing level of environmental noise at a given location.

Intrusive Noise: That noise which intrudes over and above the existing ambient noise at a given location. The relative intrusiveness of a sound depends upon its amplitude, duration, frequency and time of occurrence, and tonal or informational content as well as the prevailing ambient noise level.



With this caution in mind, noise standards for planning purposes need to examine outdoor and indoor noise levels acceptable for different uses. The standards must relate to existing conditions in the City so that they are realistically enforceable and consistent with other General Plan objectives. The State Government Code requires that sound level information in noise elements of general plans be expressed in Ldn or CNEL, as described earlier.

State and County Regulations

- *The California Environmental Quality Act (CEQA):* CEQA includes qualitative guidelines for determining the significance of adverse environmental noise impacts. According to CEQA, a project will normally have a significant effect on the environment if it will: Conflict with adopted environmental plans and goals of the community where it is located; or substantially increase the ambient noise levels for adjoining areas.

- *State Noise Insulation Standards:* State Noise Insulation Standards are consistent with the Office of Noise Control residential Land Use Compatibility standards. In 1974, the State adopted Noise Insulation Standards (Title 25, State Administrative Code) for new hotels, motels, and dwellings other than single family detached dwellings. Those standards established 45 dBA (Ldn) as the maximum interior sound level (attributable to exterior sources) in any room. Where exterior sound levels are 60 dBA (Ldn) or above, acoustical analyses for projects are required to ensure that the structure has been designed to limit outside noise to the allowable interior levels.

  The State Noise Insulation Standards also include standards to be met for sound transmission between living units. One of the purposes of requiring noise elements in local general plans is to help implement State insulation regulations by identifying where special remedial measures are required.

- *San Mateo County:* San Mateo County regulates development in the vicinity of the airport through the San Mateo County Comprehensive Airport Land Use Plan (CLUP). The CLUP sets forth aircraft noise and land use compatibility standards for San Francisco International Airport. These are shown in Table 7-4. Airport land use plans have two purposes: (1) To provide for the orderly growth of each public airport in the area surrounding the airport within the jurisdiction of the commission; and (2) to safeguard the general welfare of the inhabitants within the vicinity of the airport and the public in general.

  The plan establishes the 65-dBA CNEL noise contour as the noise impact boundary for San Francisco International Airport. This policy is consistent with the State of California Noise Standards for airports and with the airport is federally approved 1983 FAR Part 150, Noise Compatibility Program.

City of Millbrae Regulations

The City is responsible for evaluating noise impacts as part of reviewing proposed new projects, remodel projects or requests for Use Permits. Conditions of project approval may include conditions to reduce noise levels for project occupants and nearby neighbors. For example, limits on hours of construction and construction truck routing may be required. The City is also responsible for enforcing State Noise Insulation Standards at the Building Permit stage of development.

- *City Policy:* The City of Millbrae General Plan Noise Element provides a basis for comprehensive local programs to control and

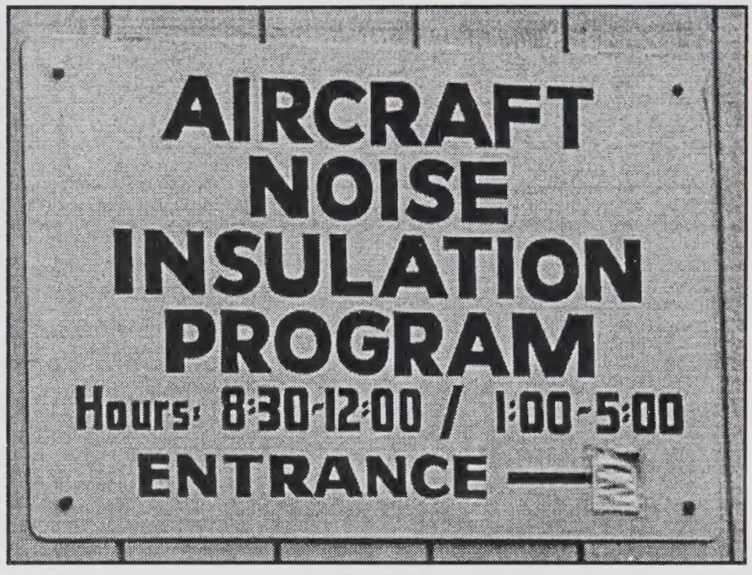
abate excessive environmental noise. The City of Millbrae has adopted the airport CLUP noise and land use compatibility guidelines (see Table 7-4). The City has also implemented policies to: (1) Minimize truck use of residential streets; (2) regulate construction activity to reduce noise between 7:30 p.m. and 7:00 a.m.; (3) apply noise criteria to land use planning; (4) require and implement mitigation measures to reduce noise effects on future projects; (5) prevent the placement of new noise sensitive uses unless adequate mitigation is provided; (6) require single-family dwellings, duplexes, apartments, hotels and motels subject to a CNEL of 65 dBA or greater to be insulated to reduce interior noise levels to 45 dBA or less; (7) establish insulation requirements as mitigation measures for all development subject to noise levels higher than 65 dBA CNEL—insulation should attenuate noise to an interior level of 45 dBA CNEL or less.

- *Enforcement:* The City may prosecute major noise problems under §415 of the State Penal Code which states: "Any person who maliciously and willfully disturbs another person by loud or unreasonable noise, or by tumultuous or offensive conduct . . . is guilty of a misdemeanor, and upon conviction by a court of competent jurisdiction shall be punished by fine not exceeding two hundred dollars, or by imprisonment in the county jail for not more than ninety days, or by both fine and imprisonment, or either, at the discretion of the court."

- *Vehicle Noise Abatement:* Vehicle noise limits are established by State law, and are enforced on City streets by City police. The Highway Patrol has developed explicit procedures and training programs for enforcement of excessive vehicle noise in urban areas. Proper muffling can bring most motorcycles, cars and trucks within State specified limits.

7.4 Land Use Compatibility Standards

To provide a satisfactory noise environment and to minimize complaints about community noise, the City must have standards for evaluating compatibility with respect to outdoor and certain indoor noise levels. The purpose of a land use



compatibility analysis is to screen projects which may require specific design considerations to mitigate noise impacts. The noise exposure contours map (Map 7-1) will be used in conjunction with the land use compatibility considerations to make such a determination. This could apply to both new and major redevelopment projects. A noise compatibility table is contained in the policies section of this element as a basis for determining land use compatibility with the City's noise environment.

Typically, if outdoor noise is less than 60 dBA (Ldn), average wall and window construction will reduce noise levels below 45 dBA (Ldn), even with partially open windows. Closed or insulated windows and mechanical ventilation may be needed where outdoor noise levels are above 60 dBA (Ldn). Levels of 55-60 dBA are common along collectors and secondary arterials, while 65-70 dBA is typical for a primary/major arterial. Levels of 75 to 80 dBA are normal noise levels at the first row of development outside a freeway right-of-way.

There is general concurrence that a day-night average of 45 dBA (Ldn) is the highest acceptable residential interior noise level. However, this standard is not very protective against sleep disturbance. A local standard of 40 dBA (Ldn) for new bedrooms in multiple family projects helps protect against sleep interference and encourages building designs which locate sensitive sleeping areas on the quieter side of the building. Such a standard is also appropriate for hospitals and nursing homes, where people are particularly

Table 7-4: Aircraft Noise/Land Use Compatibility for San Francisco International Airport

Land Use	CNEL Range	General Land Use Criteria
Residential, etc. Single-family Multi-family	*less than 65*	Satisfactory, with little noise impact and requiring no special noise insulation requirements for new construction.
Mobile homes Schools Libraries	*65 to 70*	New construction or development should be undertaken only after an analysis of noise reduction requirements is made and needed noise insulation features included in the design.
Churches Hospitals Nursing Homes Auditoriums	*greater than 70*	New construction or development should not be undertaken.
Commercial Retail Restaurants	*less than 70*	Satisfactory, with little noise impact and requiring no special noise insulation requirements for new construction.
Office Buildings Hotels-Motels Movie Theaters	*70 to 80*	New construction or development should be undertaken only after an analysis of noise reduction requirements is made and needed noise insulation features included in the design.
Sports Arenas Playgrounds Cemeteries Golf Courses	*greater than 80*	New construction or development should not be undertaken unless related to airport activities or services. Conventional construction will generally be inadequate and special noise insulation features should be included in construction.
Industrial Manufacturing Transportation	*less than 75*	Satisfactory, with little noise impact and requiring no special noise insulation requirements for new construction.
Communications Utilities	*75 to 85*	New construction or development should be undertaken only after an analysis of noise reduction requirements is made and needed noise insulation features included in the design.
	greater than 85	New construction or development should not be undertaken unless related to airport activities or services. Conventional construction will generally be inadequate and special noise insulation features should be included in construction.
Open Agriculture Mining	*less than 75*	Satisfactory, with little noise impact and requiring no special noise insulation requirements for new construction.
Fishing	*greater than 75*	Land use involving concentrations of people (spectator sports and some recreational facilities) or of animals (livestock farming and animal breeding) should generally be avoided.

Source: Airport Land Use Plan, adopted March 26, 1981 by Airport Land Use Commission/Regional Planning Committee of San Mateo County.

sensitive to sleep interference from noise. In order to achieve an acceptable interior noise environment, bedrooms facing secondary roadways need to be able to have their windows closed; those facing major roadways and freeways typically need special glass windows.

The basis for establishing indoor noise levels for other uses is to minimize disturbance, maintain adequate speech communication, and protect against hearing loss. Appropriate interior noise levels in commercial buildings is dependent on the use of the space. For example, noise levels in private offices should generally be quieter than for word processing rooms. Therefore, interior noise level criterion should be the responsibility of the commercial occupant or project sponsor, provided they do not exceed Occupational Health and Safety Administration (OSHA) limits.

7.5 Existing Noise Environment

The major noise sources affecting Millbrae include aircraft operations at San Francisco International Airport; CalTrain and freight train operations on the railroad tracks; and vehicular traffic on U.S. Highway 101, I-280, El Camino Real and Millbrae Avenue. Traffic volumes on Millbrae's other streets are not high enough to generate significant noise levels beyond the right of way.

San Francisco International Airport

San Francisco International Airport is located on the east side of U.S. Highway 101, just north of the station planning area. Runways 01 Left and 01 Right are located just east of U.S. Highway 101. A significant portion of Millbrae, including the Downtown, the Millbrae Station Area Specific Plan area and significant portion of the residential zones are currently subject to aircraft noise levels exceeding a CNEL of 65 dBA, with most of the areas that would be developed located between the 65 dBA and 70 dBA CNEL noise contours.

The City implements an Aircraft Noise Insulation Program with Federal Aviation Administration (80%) and San Francisco Airport (20%) funds. One thousand dwellings have been insulated from aircraft noise. New windows, doors and insulation have upgraded the residences and increase livability.

Table 7-5: Aircraft Noise Insulation Program

Since 1990, the City of Millbrae has operated the Millbrae Aircraft Noise Insulation Program (ANIP), providing sound insulation through various construction techniques to residents within the 65 CNEL. Sound rated windows, attic insulation at R-30, vent baffles, sound rated doors and weather stripping have been installed in almost 1,000 eligible homes. Funding is available to insulate up to 1,300 homes. Upon depletion of the funding source, approximately 800 uninsulated homes will remain within the 1983 65 CNEL. All but 16 homes (where owners have refused participation) within the 1995 65 CNEL have been insulated.

Program funding was initially provided by the Federal Aviation Administration (80%) with additional funds provided by the San Francisco International Airport (SFIA, 20%). In 1994, the City executed a Memorandum of Understanding (MOU) regarding noise insulation with SFIA. As a mitigation under CEQA for the expansion of operations at the airport, SFIA agreed to provide $14 million to the City of Millbrae for sound insulation of all eligible homes within the 1983 65 CNEL. The funding is provided in exchange for an avigation easement executed by each participating owner. In exchange for the insulation funding, each property owner must agree not to sue the airport for sound related damages. Insulation outside the 1995 65 CNEL is completed using 100% MOU funding. Any further homes insulated within the 1995 65 CNEL are still eligible for 20% FAA funding.

The City continues to seek additional sources for funding for further residential and commercial noise insulation. However, there are currently no new sources identified and the ANIP program will be completed at the end of the year 2000.

Railroad Trains

Railroad trains pass through Millbrae on the CalTrain tracks located parallel to and just east of El Camino Real. CalTrain, commuter trains, and freight trains utilize these tracks 24 hours per day. The location of the 65-dBA CNEL noise contours is based on a noise study prepared for the proposed development of the San Mateo Downtown Transit Center. The generalized contours reflect the approximate region of influence for the railroad trains. Adjacent to the tracks, the measured noise level in San Mateo was a CNEL of 77 dBA, approximately 50 feet from the centerline of the tracks. Maximum A-weighted noise levels adjacent to the tracks typically range from about 75 to 95 dBA at a distance of approximately 50 feet, resulting

from the sounding of train horns and the train engine and cars. Occasionally, if a train sounds its horn immediately adjacent to you, A-weighted noise levels can reach nearly 110 dBA at a distance of 50 feet. Recent measurements found a CalTrain leaving the Millbrae station in the northbound direction generated a maximum A-weighted noise level of 86 dBA at a distance of 50 feet as it passed the monitoring site, located at the east end of Linden Avenue adjacent to the railroad tracks.

The noise from railroad trains is significant within the 65-dBA CNEL noise contour limits, but is generally masked by aircraft and freeway traffic noise at greater distances from the tracks.

Vehicular Traffic Noise

U.S. Highway 101 (the Bayshore Freeway) and I-280 are the most significant source of traffic noise in the area. El Camino Real and Millbrae Avenue also affect the noise environments immediately adjacent to them. A noise measurement was conducted adjacent to El Camino Real at Linden Avenue. The measured noise level (Leq) was 70 dBA during the mid-afternoon rush period. The roadside noise level is estimated to be a CNEL of about 70 dBA at a distance of approximately 100 feet from the roadway centerline. Vehicular traffic on El Camino Real is the dominant noise source at parcels fronting on the roadway. Aircraft noise contributes to a lesser degree. The developed parcels adjacent to El Camino generally block noise from areas behind, limiting the influence of El Camino Real traffic noise to the immediate corridor.

CalTrans has a Community Noise Abatement Program to construct sound walls along existing freeways. Eligible residential areas are those where the residences were built prior to November 1, 1974, or prior to completion of a major construction or widening that resulted in more than a 3 decibel increase in freeway noise. In addition, hourly noise levels must exceed 67 decibels. Under this criteria, some residential areas adjacent to Highways 101 and 280 would be eligible. Implementation depends on funding and neighborhood interest, however, CalTrans and the community have come to agreement on the construction of a 3,000-foot section of wall from Hillcrest north to Larkspur and an additional 1,400 feet from Larkspur to the north City limits. Construction will be complete by October 1998.

Existing Industrial Noise

Industrial land uses are limited in Millbrae to primarily light industrial operations (office, distribution and storage). These are concentrated in the area around East Millbrae Avenue, Rollins Road, and Adrian Road. Although noise levels from industrial sources have not been measured here, the area is also subject to high noise levels from the airport, which probably override other noise sources. Nonetheless, if a land use changes to include an additional noise-producing use, noise mitigation measures should be required.

Other Significant Existing Noise Generators

Other "nuisance" noise sources also impact on the quality of life in Millbrae. Examples of potential noise generators in residential neighborhoods include, among others: special events, retail center operations and the location of play areas (such as school and park play areas). The Noise Element establishes the basis for enforcement and regulation through a Noise Ordinance to control nuisances such as off-hour truck unloading and trash pickup, barking dogs, loud music and vehicle noise.

7.6 Noise Exposure Inventory

A field survey provided data on the existing land uses within the City. From the Existing Land Use Map and census data it was possible to determine the extent and geographic distribution of Millbrae's population. By placing the noise contours over the map, the current population subject to various noise levels was calculated.

There were 8,158 housing units in Millbrae in the 1990 census, of which approximately 65 percent were subject to noise levels of 60dB or greater. Areas outside the 60dB contour are the southwestern and western portions of Millbrae, the areas farthest from the airport. Approximately 14 percent of the total units are subject to CNEL in excess of 65dB, primarily from Airport noise. These units are located mainly in the southeasterly portion of the City. Residents in this area are also subject to highway noise levels above 60dB. However, aircraft noise is the dominant noise factor.

Certain land uses are defined in the state law as "noise sensitive." These include schools, hospitals, and other health care facilities. Millbrae has two convalescent hospitals, which are both in 65+ dB locations.

7.7 Noise Goals

The goals set forth below provide a framework for the subsequent articulation of the City's policies and implementing programs that will guide future city actions regarding the management and mitigation of noise sources and impacts in Millbrae.

Noise Goals

NS1 *Preserve and Improve the "Quiet Ambiance" in Existing Neighborhoods*
Protect Millbrae's neighborhoods by providing an acceptable noise level throughout the community, identifying and alleviating or minimizing existing noise problems where possible.

NS2 *Enforce Noise Standards for New Development and Redevelopment Projects*
Ensure the appropriateness of new development with the noise environment of Millbrae and establish mitigation measures for any changes in land use as are reasonably necessary to assure compatiblity with the surrounding area.

NS3 *Protect the City from Airport, Vehicular and Rail Corridor Noise to the Greatest Extent Possible*
Ensure that all measures are taken to protect the City from major regional noise sources such as San Francisco International Airport, the rail corridor and interstate highways.

7.8 Noise Policies

Goal NS1—Preserve and Improve the "Quiet Ambiance" in Existing Neighborhoods

NS1.1 **Noise Ordinance.** Establish and enforce a City Noise Ordinance, applying quantitative noise ordinance standards throughout the City.

NS1.2 **Protection of Residential Areas.** Protect the noise environment in existing residential areas, requiring the evaluation of mitigation measures for projects under the following circumstances:

a. The project would cause the Ldn to increase 3 dB(A) or more.
b. Any increase would result in an Ldn greater than 60 dB(A).
c. The Ldn already exceeds 60 dB(A).
d. The project has the potential to generate significant adverse community response.

NS1.3 **Noise Source Control.** Work with property owners to control noise at its source, maintaining existing noise levels and ensuring that noise levels do not exceed acceptable noise standards as established in the Noise and Land Use Compatibility Guidelines.

NS1.4 **Construction Noise.** Regulate construction activity to reduce noise between 7:00 pm and 7:00 am.

NS1.5 **Vehicle Noise.** Strive to reduce traffic noise levels, especially as they impact residential areas, and continue enforcement of vehicle noise standards through noise readings and enforcement actions. In particular, strive to minimize truck traffic in residential areas and ensure enforcement of Vehicle Code provisions which prohibit alteration of vehicular exhaust systems in a way that increases noise emissions.

NS1.6 **Street Improvements.** Design city street improvements to reduce noise levels in adjacent areas, and work with the State to address noise impacts from highway traffic through construction of sound walls and other noise buffering devices

NS1.7 **New Noise Reducing Technologies.** Support and employ new noise reducing technologies in the development and maintenance of local and regional infrastructure.

NS1.8 **Enforcement Approach.** Administer the policies identified in the Noise Element and comply with State requirements for certain other noise control programs through specific local enforcement programs.

Goal NS2—Enforce Noise Standards for New Development and Redevelopment Projects

NS2.1 **Land Use Compatibility Standards.** New development must meet acceptable exterior noise level standards. The "normally acceptable" noise standards for new land uses are established in the Noise and Land Use Compatibility Guidelines, as modified below:

(a) The goal for maximum outdoor noise levels in residential areas is an Ldn of 60 dB. This level is a requirement to guide the design and location of future development and a goal for the reduction of noise in existing development. However, 60 Ldn is a goal which cannot necessarily be reached in all residential areas within the realm of economic or aesthetic feasibility. This goal will be applied where outdoor use is a major consideration (e.g., backyards in single-family housing developments and recreation areas in multi-family housing projects). The outdoor standard will not normally be applied to the small decks associated with apartments and condominiums but these will be evaluated on a case-by-case basis. Where the city determines that providing an Ldn of 60 dB or lower outdoors is not feasible, the outdoor goal may be increased to an Ldn of 65 dB. If the noise source is a railroad, then the outdoor noise exposure criterion should be 70 Ldn for future development, recognizing that train noise is characterized by relatively few loud events.

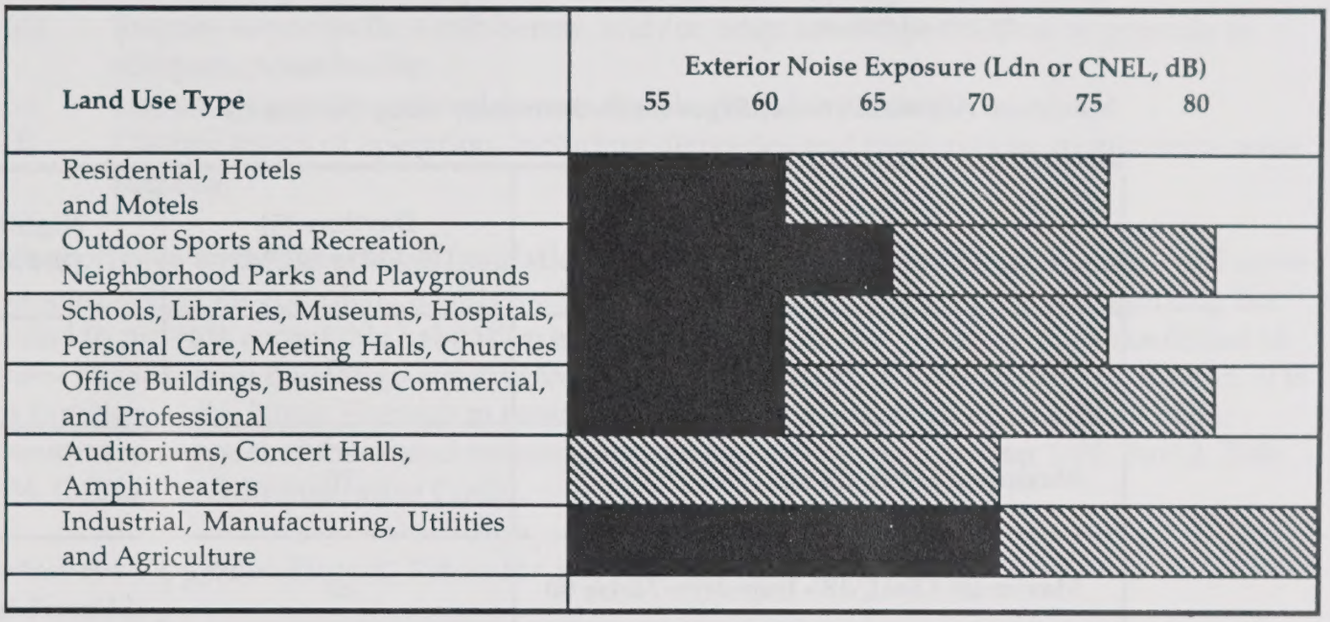
(b) The indoor noise level as required by the State of California Noise Insulation Standards must not exceed an Ldn of 45 dB in multi-family dwellings. This indoor criterion shall also be the maximum acceptable indoor noise level in new single-family homes.

(c) Interior noise levels in new single-family and multi-family residential units exposed to an Ldn of 60 dB or greater should be limited to a maximum instantaneous noise level in the bedrooms of 50 dBA. Maximum instantaneous noise levels in other rooms should not exceed 55 dB.

(d) Appropriate interior noise levels in commercial, industrial, and office buildings are a function of the use of space. For example, the noise level in private offices should generally be quieter than for data processing rooms. Interior noise levels in offices generally should be maintained at 45 Leq (hourly average) or less.

(e) If an area currently is below the desired noise standard, an increase in noise up to the maximum should not necessarily be allowed. The impact of a proposed project on an existing land use should be evaluated in terms of the increase in existing noise levels and potential for adverse community impact, regardless of the compatibility guidelines.

Land Use Compatibility for Community Noise Environments



Normally Acceptable
Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.

Conditionally Acceptable
Specified land use may be permitted only after detailed analysis of the noise reduction requirements and needed noise insulation features included in the design.

Unacceptable
New construction or development should generally not be undertaken because mitigation is usually not feasible to comply with Noise Element policies.

NS2.2 **Noise Contour Map.** The City will review development proposals to assure consistency with noise standards by using the noise contours shown on Map 7-1.

NS2.3 **Acoustical Studies.** The City will use the noise guidelines and contours to determine if additional noise studies are needed for a proposed new development.

NS2.4 **Residential and Other Noise Sensitive Uses in Commercial or Industrial Areas.** New residential or other noise sensitive development or activities will not be allowed where the noise level due to commercial or industrial noise sources will exceed the noise level standards set forth in the table titled *Land Use Compatibility for Community Noise Environments*, with the following modifications:

(a) In the event the measured ambient noise level exceeds the applicable noise level standard in any category expressed in the table, the applicable standard will be adjusted so as to equal the ambient noise level to establish a noise standard capable of being enforced through the City's Noise Ordinance.

(b) Each of the noise level standards specified in the table above will be reduced by 5 dB for simple tone noises, noises consisting primarily of speech or music, or for recurring impulsive noises due to the greater annoyance factor associated with these types of noise.

Maximum Allowable Noise Exposure for Stationary Noise Sources (1)

	Daytime (5) (7 AM to 10 PM)	Nighttime (2,5) (10 PM to 7 AM)
Hourly Leq, DB (3)	55	45
Maximum Level, dB (3)	70	65
Maximum Level, dB - Impulsive Noise (4)	65	60

(1) As determined at the property line of the receiving land use. When determining the effectiveness of noise mitigation measures, the standards may be applied on the receptor side of noise barriers or other property line noise mitigation measures.

(2) Applies only where the receiving land use operates or is occupied during nighttime hours.

(3) Sound level measurements shall be made with "slow" meter response.

(4) Sound level measurements shall be made with "fast" meter response.

(5) Allowable levels shall be raised to the ambient noise levels where the ambient levels exceed the allowable levels. Allowable levels shall be reduced 5 dB if the ambient hourly Leq is at least 10 dB lower than the allowable level.

NS2.4. **Commercial or Industrial Source Noise.** Noise created by commercial or industrial sources associated with new projects or developments shall be controlled so as not to exceed the noise level standards set forth in the table below (Maximum Allowable Noise Exposure for Stationary Noise Sources), as measured at any affected residential land use.

NS2.5 **Noise Sensitive Uses.** The City will protect schools, hospitals, libraries, churches, convalescent homes and other noise sensitive uses from noise levels exceeding those allowed in residential areas. Projects located near noise sensitive uses should be oriented away from noise sources unless mitigation measures are included in development plans and regulation occurs of the activities or uses generating noise that might cause noise disturbances for noise sensitive uses.

NS2.6 **Noise Reduction Techniques.** As appropriate, based on design, use, site layout and other considerations, require mitigation measures to reduce noise impacts on adjacent properties through the following and other means, as a condition of development approval:

(a) Screen and control noise sources such as parking, outdoor activities and mechanical equipment.
(b) Increase setbacks for noise sources from adjacent dwellings.
(c) Wherever possible do not remove fences, walls or landscaping that serve as noise buffers, although design, safety and other impacts must be addressed.
(d) Require soundwalls, earth berms, and/or other landscape features to provide an adequate noise buffer.
(e) Use soundproofing materials and double glazed windows.
(f) Control hours of operation, including deliveries and trash pickup to minimize noise impacts.

NS2.7 **Compliance with State Noise Insulation Standards.** The adopted Noise Element will serve as a guideline for compliance with the State's noise insulation standards. Recognizing the need to provide acceptable habitation environments, State law requires noise insulation of new multi-family dwellings constructed within the 60 dB Ldn noise exposure contours. It is a function of the Noise Element to provide noise contour information around all major sources in support of the sound transmission control standards (Chapter 2-35, Part 2, Title 24, California Administrative Code).

Goal NS3—Protect the City from Airport, Vehicular and Rail Corridor Noise to the Greatest Extent Possible

NS3.1 **BART Extension Noise Impacts.** Ensure that BART construction activity and ongoing operations of BART's Millbrae Station and train service do not result in undue noise impacts on adjacent properties and neighborhoods.

NS3.2 **Coordination with Other Agencies.** Work with the county Airport Land Use Commission (ALUC), State Office of Noise Control (ONC), CalTrans, San Francisco International Airport, Joint Powers Board and other agencies to reduce noise generated from sources outside the City's jurisdiction.

NS3.3 **Airport Noise Mitigation.** Negotiate with the Airport for implementation of all feasible noise reduction measures and participate in the Airport Community Roundtable to ensure ongoing reduction of Airport Noise.

NS3.4 **Noise Insulation Funding.** Seek addtional noise insulation funding from all possible sources.

7.9 Noise Implementing Programs

NSIP-1 **Noise Ordinance.** Consider adopting a noise ordinance to regulate noise generating activities in the City.

NSIP-2 **Zoning Ordinance.** Revise the Millbrae Zoning Ordinance to incorporate noise/land use compatibility standards as a basic requirement of new development, and to prohibit new noise-sensitive uses in areas where the noise level exceeds the relevant standard and cannot be adequately mitigated.

NSIP-3 **Public Awaress and Education.** Provide publicity regarding the Noise Ordinance, encouraging residents to be aware of noise issues and to do their part towards creating a quiet ambience in Millbrae's neighborhoods.

NSIP-4 **Staff Training.** Train Police, Public Works and Community Development Department personnel as needed in the use of noise measurement equipment to enforce the Noise Ordinance and vehicular noise standards, and to monitor noise levels throughout the City.

NSIP-5 **Periodic Noise Monitoring.** Monitor residential noise generators on a periodic basis and develop noise reduction and abatement measures that can be applied to limit noise, phasing in appropriate mitigation measures.

NSIP-6 **Purchase of City Vehicles and Equipment.** Consider noise criteria in the purchase of new city vehicles, their components and other equipment.

NSIP-7 **Regulation of Special Events.** Evaluate and improve control mechanisms to minimize the noise impacts of special events, including:

(a) Planning for overflow potential (parking, crowds)
(b) Establishing a citation mechanism
(c) Establishing a formal review of past performance
(d) Informing neighborhood residents about events

NSIP-8 **Coordination of Complaint Information and Enforcement.** Establish improved coordination of complaint information between the Planning, Police and Public Works Departments and continue code enforcement programs, including the issuing of citations and fines for violations of the California Vehicle Code Noise Emission Standards.

NSIP-9 **Airport Noise Mitigation.** Continue to work with the relevant agencies, including the Airport Land Use Commission (ALUC-C/CAG) and Airport Community Roundtable, to minimize adverse noise impacts associated with expansion and ongoing operations at the San Francisco International Airport.

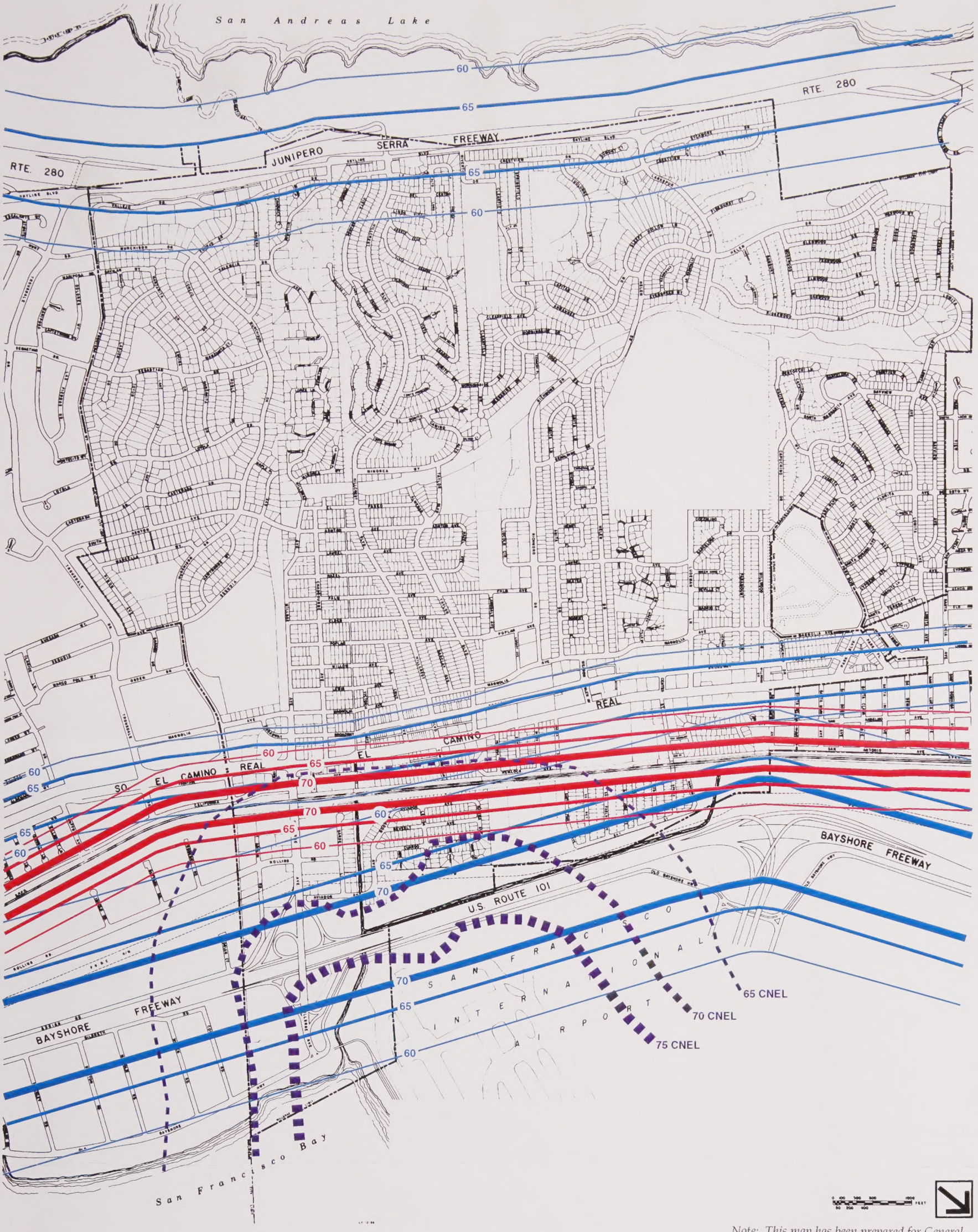
NSIP-10 **Airport Noise Contours.** Encourage the Airport Land Use Commission to update San Francisco Airport noise contours on an annual basis.

NSIP-11 **Noise Insulation Program.** Support the continuation of the current noise insulation program to reduce the noise impacts for dwellings impacted by aircraft noise 65dB or greater. Encourage the Airport to fill any gaps that might occur in Federal funding until all eligible homes have been insulated.

NSIP-12 **Use of Noise Standards.** Review development proposals to assure consistency with noise standards, using the Future Noise Contours map to determine if additional noise studies are needed for proposed development.

NSIP-13 **BART Extension Noise Impacts.** Work with the BART district to ensure that potential noise impacts of BART construction and operations are minimized.

NSIP-14 **State Noise Insulation Standards.** Use the adopted Noise Element as a guideline for compliance with the State's noise insulation standards by providing noise contour information around all major sources in support of the sound transmission control standards (Chapter 2-35, Part 2, Title 24, California Administrative Code).



60 — Railroad Noise
65 — Contours
70

60 — Vehicle Noise
65 — Contours
70

65 — Aircraft Noise
70 — Contours
75

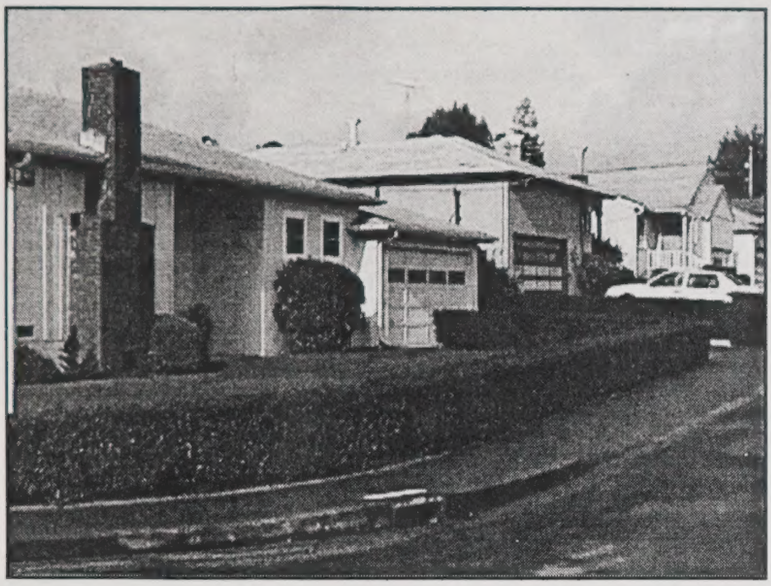
Note: This map has been prepared for General Planning usage. The City of Millbrae is not responsible nor liable for use of this map beyond its intended purpose. For any specific parcel information, contact the City of Millbrae Community Development Department.

Map 7-1

Noise Contours

Chapter 8

Safety Element



Safety Element

8.1 Introduction

The purpose of the Safety Element is to identify and appraise hazards in the community in order to assure community safety. The Safety Element focuses on protection of the community from risks associated with earthquakes, floods, fires, toxic waste, and other hazards. In addition, issues such as disaster preparedness and emergency evacuation routes are addressed in the Safety Element. Some level of risk associated with these factors is unavoidable; the Safety Element is the means by which the City defines what measures will be undertaken to reduce these risks to levels determined by the City to be reasonable.

Information in the Safety Element has been coordinated with the other elements of the City's General Plan, particularly the Land Use and Open Space and Conservation Elements. The extent of a hazard depends on local conditions, since most hazards are confined to a particular area or site. Various health and safety hazards should be considered in planning the location, design, intensity, density and type of land uses in a given area. Long-term costs to the City, such as maintenance, liability exposure and emergency services, are potentially greater where high hazards exist.

The Element includes a Geotechnical and Flood Hazards Map, which identifies areas of known seismic, geologic and flooding hazards. This map is based upon mapping at the local, county and regional levels. It is important to recognize that the map designations are very generalized and should be used primarily to indicate areas in which additional study is needed. It is not possible to identify specific hazards or to recommend necessary mitigation measures for new development at this map scale without detailed review of a particular site. Site specific soil and geologic studies are required to be submitted for City review for each development proposal in potentially hazardous areas. In addition, the City has implemented the following measures:

(1) The City has adopted a grading ordinance regulating excavations and grading, and requiring erosion control measures consistent with Association of Bay Area Governments (ABAG) standards.

(2) The Building Code sets standards for structural safety, although some of Millbrae's older buildings may not satisfy current code requirements.

Table 8-1: Summary of Key Safety Element Issues

The Safety Element of the Millbrae General Plan has four primary concerns:

Protecting the Community from the Harmful Effects of Natural Hazards
Protect the community from unreasonable risk to life and property caused by seismic, geologic, and flood hazards.

Protecting the Community from the Harmful Effects of Fire and Other Urban Hazards
Protect the community from unreasonable risk to life and property caused by fire, hazardous materials, and other urban hazards.

Maintaining Public Safety and Security in the Community
Protect the community from unreasonable risk to public safety and security.

Preparing to Respond to Emergencies
Minimize potential damage to life, environment, and property through timely, well-prepared and well-coordinated emergency preparedness, response plans, and programs.

(3) Millbrae participates in the Federal Flood Insurance program.

(4) Fire safety codes are vigorously enforced and on-site early warning mechanisms are required to improve response times and minimize damage in fires.

(5) The City has implemented an Emergency Plan, which outlines the responsibilities of various city officials in case of an emergency. The City conducts exercises of its Emergency Operations Center personnel on a regular basis.

8.2 Safety Element Requirements

Safety issues have been required to be addressed as part of local general plans since 1971. The San Fernando earthquake of February, 1971, which claimed 64 lives and resulted in over $500 million in property damage, and the devastating wildland fires in September and October of 1970, were largely responsible for prompting the Legislature to pass this requirement. The following citation is from Government Code Section 65302(f),

> *"A safety element for the protection of the community from any unreasonable risks associated with the effects of seismically induced surface rupture, ground shaking, ground failure, tsunami, seiche, and dam failure; slope instability leading to mudslides and landslides, subsidence and other geologic hazards known to the legislative body; flooding; and wildland and urban fires. The safety element shall include mapping of known seismic and other geologic hazards. It shall also address evacuation routes, peak load water supply requirements, and minimum road widths and clearances around structures, as those items relate to identified fire and geologic hazards."*

Geologic and safety hazards are related to landforms and sub-surface features, and thus often cross jurisdictional boundary lines. To eliminate duplicative efforts, State law allows cities to adopt the relevant portions of their county's safety elements, as long as the element is sufficiently detailed and complies with all other General Plan requirements (Government Code, Section 65350).

The County's Seismic and Safety Element (1978) is a comprehensive document, addressing seismic, geologic, structural and other hazards countywide. The Element was updated in 1984. The element addressed specific issues in Millbrae but contains no policies specific to Millbrae. However, information related to seismic and geologic hazards included in the County element is incorporated by reference.

In addition to the Government Code requirement, the Millbrae Safety Element takes into account the City's location adjacent to San Francisco International Airport. The element should be updated periodically to reflect current data and laws.

8.3 Seismic Conditions and Hazards

Seismic Hazards

Millbrae is located in the seismically active San Francisco Bay Region. This area is within the highest seismic risk zone (Zone 4) designated in the Uniform Building Code (UBC 1994). Although the damage by seismic shaking to structures built in compliance with UBC requirements for seismic design would not likely cause collapse of the structures, the damage could require significant repairs. In addition to potential structural damage, nonstructural damage should be expected. Nonstructural damage could include breakage of windows, doors, piping, ducts, and light fixtures; collapse of walls, partitions, ceilings, and stairways; or damage to contents (appliances, computer equipment, and furnishings). Damage to nonstructural elements can account for the majority of a building's replacement costs following a major earthquake.

Table 8-2: Definitions of Common Safety Terms

Electro-magnetic field: A field with two components: One electrical and the other magnetic. These fields arise whenever electricity is conducted through a medium of transmission.

Fault: A fracture or zone of closely associated fractures along which earth on one side have been displaced with respect to earth on the other side. A fault zone is a zone of related faults which commonly are braided, but which may be branching.

Flood, 100-Year: The magnitude of a flood expected to occur on the average every 100 years, based on historical data. The 100-year flood has a 1/100, or one percent, chance of occurring in any given year.

Flood Insurance Rate Map: The official map on which the Federal Emergency Management Agency or Federal Insurance Administration has delineated areas of flooding.

Geologic Review: The analysis of geologic hazards, including all potential seismic hazards, surface ruptures, liquefaction, landsliding, mudsliding, and the potential for erosion and sedimentation.

Ground Failure: Ground movement or rupture caused by strong shaking during an earthquake. Includes landslide, lateral spreading, liquefaction, and subsidence.

Intensity: Measures the perceptible effects of energy released by an earthquake at a particular site.

Hazardous Material: Any substance that, because of its quantity, concentration, or physical or chemical characteristics, poses a significant present or potential hazard to human health and safety or to the environment if released into the workplace or the environment. The term includes, but is not limited to, hazardous substances and hazardous wastes.

Liquefaction: The transformation of loose, wet soil from a solid to a liquid state, often as a result of ground shaking during an earthquake.

Richter Scale: The common standard of measurement of magnitude of an earthquake; a logarithmic measure of the energy released by an earthquake.

Seiches: Oscillating waves in an enclosed or partly enclosed body of water, caused by earthquakes or landslides which displace part of the water body.

Seismic Load: Forces exerted on a structure by an earthquake.

Shrink-Swell Behavior: Occurs in soils which can expand or contract depending on moisture content and soil mineralogy.

Subsidence: The sudden sinking or gradual downward settling and compaction of soil and other surface material with little or no horizontal motion. Subsidence may be caused by a variety of human and natural activity, including earthquakes.

Tsunami: Extremely long-period ocean waves caused by undersea earthquakes, volcanic eruptions or massive landslides into adjacent water bodies.

Millbrae has five seismic faults within its immediate vicinity, two of which actually penetrate the City's boundaries. (See Seismic Fault Location Map.) In addition, two other faults located in the Bay Area have the potential for regional impact and, thus, also are of concern to Millbrae.

The San Andreas Fault, considered active, is just to the west of Millbrae. The San Andreas fault zone runs in a northwest-southeasterly direction along the western edge of Millbrae, roughly along Skyline Boulevard. The Serra Fault also crosses Millbrae. The Serra Fault parallels the San Andreas Fault zone to the east, passing through upper Millbrae residential areas. Until 1981, the Serra Fault was considered active, but no evidence has been put forth to show that movement has occurred during the last 11,000 years. However, due to its proximity to the San Andreas Fault, the City considers the Serra Fault potentially active and requires Alquist-Priolo type studies for developments proposed near the Serra Fault. The faults affecting Millbrae are described below

- *San Andreas Fault:* The San Andreas Fault is one of the longest, most active, and best studied in the world. The location of the fault is easily identified by surface lineaments which extend along the axis of the San Francisco Peninsula. The main fault line bypasses Millbrae just west of the Junipero Serra Freeway along the eastern bank of Lake San Andreas. These lineaments are defined by scarps, sag ponds, offset streams and other evidence clearly related to recent fault

breaks. (The maximum measured offset of the 1906 movement was 21 feet, horizontally.

The San Mateo County Seismic and Safety Elements describe the San Andreas Fault system, and discuss historic and potential seismic related activities (pages 8 through 36, Volume II, Technical Supplement). Because of its active status, surface rupture potential is considered moderate to high along the San Andreas Fault and in western Millbrae in the vicinity of the Fault. Strong ground motion generated during a major earthquake will cause, according to the "San Francisco Scale" (devised by Borcherdt and Gibbs, 1975), "very violent" to "very strong" intensities of ground shaking, resulting in severe to moderate damage. The intensity of ground motion corresponds to the distance from the San Andreas fault. Generally, soils and subsurface materials east of Skyline Boulevard (predominantly the Colma and Merced formations) have good earthquake stability. In the higher elevations of Millbrae, areas of colluvium and serpentine or sheared rocks of the Franciscan formation have poor to good earthquake stability.

It is anticipated that further surface displacements along the fault line are likely to accompany moderate to large earthquakes or result from gradual fault creep. The surface movement along the San Andreas Fault is generally horizontal and, potentially, may result in displacements of as much as 20 feet. Vertical displacements of as much as three feet, however, are also possible. Since there is presently creep movement along some of its length, including occasional earthquakes, it is expected that earthquakes of moderate to great magnitude will occur along the San Andreas Fault in the foreseeable future. The reoccurrence interval for a magnitude 8 earthquake along the San Andreas Fault (the 1906 earthquake in San Francisco measured 8.3) is estimated to be between 50 and 200 years.

➢ *Serra Fault:* The Serra Fault is a relatively short bedrock fault which parallels the San Andreas Fault nearly bisecting the City of Millbrae. The fault extends along a path through Millbrae along the Spur property into San Bruno where it terminates north of Sneath Lane. The Serra Fault is defined by juxtaposed bedrock units along its length and is assumed to be possibly active, based on geologic evidence.

Future displacement may be caused by this fault, however, fault movement is thought to be less frequent here than on the main active strand of the San Andreas. The nature and amount of movement is generally unknown, but significant horizontal and vertical displacement is considered possible.

West of and extending southeast beyond the Serra Fault and parallel to the Junipero Serra Freeway lies an unnamed series of faults. These faults, however, are not considered active. They extend along the steep slopes of southern Millbrae and well into Burlingame.

➢ *San Bruno Fault:* The exact location of the San Bruno Fault can only be inferred due to its generally concealed nature; no recent activity is in evidence. The fault line is thought to approach Millbrae from the north, between the Southern Pacific Railroad tracks and the Bayshore Freeway. Whether this fault continues into Millbrae or not is, at this time, unknown.

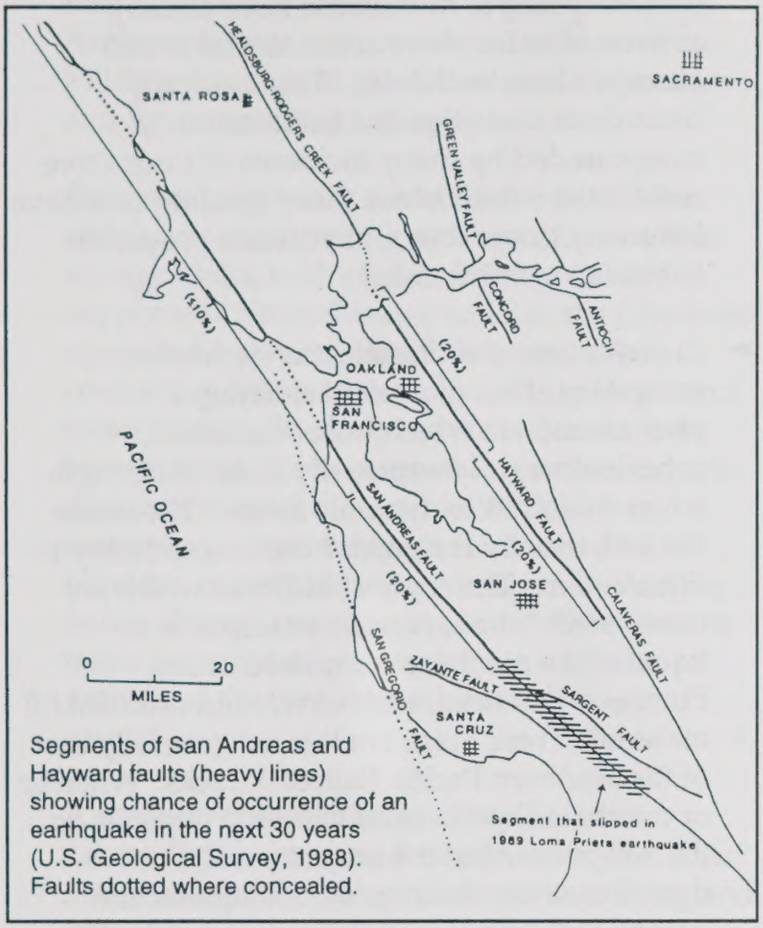
Table 8-3: Active Faults

An active fault is defined in the Alquist-Priolo Earthquake Fault Zoning Act as a fault which has "had surface displacement within Holocene time (about the last 11,000 years)." The capability for movement along a fault is a product of its present tectonic environment and cannot be directly determined. These criteria may be used to assess whether or not it is an "Active Fault":

- Historic seismicity; direct evidence of movement within the last 11,000 years (Holocene-time);
- Historic surface displacement or creep movement;
- Instrumentally-determined strain accumulation;
- Repeated episodes of displacement in the recent geologic past as deduced from the stratigraphic record;
- Geologically young displacement inferred from geomorphic (landform) features.

Map 8-1

Regional Earthquake Faults



Segments of San Andreas and Hayward faults (heavy lines) showing chance of occurrence of an earthquake in the next 30 years (U.S. Geological Survey, 1988). Faults dotted where concealed.

➢ *Hayward Fault:* The Hayward Fault is located east of San Francisco Bay and extends southward toward Hollister, where it is thought to merge with the Calaveras Fault (discussed below). In 1836 and again in 1868, significant earthquakes were attributed to this fault. Continued activity is indicated by current measurements showing active creeping along its length and numerous smaller earthquakes recorded in recent years.

➢ *Calaveras Fault:* The Calaveras Fault borders the eastern flank of the Berkeley-Hayward Hills, extending southward until it joins the San Andreas Fault Zone south of Hollister. Epicenters of recent earthquakes have been located along or near this fault. Fault creep measured in the City of Hollister has resulted in property damage similar to that caused by creep and faulting along other branches of the San Andreas Fault System.

Seismic Hazards and Development Constraints

Due to the differing geology throughout Millbrae and the locations of its active faults, the City is confronted with several types of seismic hazards. Most of these hazards happen to characterize particular areas of Millbrae. State law governs development within a designated area along active faults. The Alquist-Priolo Special Studies Zone Act (1972) requires cities and counties to regulate certain types of development within the state delineated "special study zones." The Act precludes construction of a structure for human occupancy except certain wood frame single-family dwellings on an active fault trace or within 50 feet of an active fault—*"Single-family wood frame dwellings to be built on parcels of land for which geologic reports have been approved pursuant to...(the Act, and those) not exceeding two stories when such dwelling is not part of a development of four or more dwellings." (California Administrative Code, Title 14, Division 6, Chapter 8, Subchapter 1, Article III).*

The law also recommends that a "geologic report by a geologist registered in California be required for a single-family dwelling otherwise exempt (from the above restrictions) if that structure lies on or within 100 feet of the trace of an historically active or other known active fault as shown on Special Studies Zone Maps or by more precise or detailed information." The Act requires geologic reports to be filed with the State Geologist, and that more comprehensive reports be prepared for "critical or essential" structures such as schools or hospitals.

Although the San Andreas Alquist-Priolo Zone does not extend into Millbrae, the Serra Fault in the western part of the City is considered by the City to be potentially active. The City requires the same type of special study for land in the vicinity of the Serra Fault as is required in the Alquist-Priolo Zone.

Analysis shows the greatest seismic hazard to development in Millbrae is in two geographically distinct areas - on the steeper hillsides and along the original Bay shoreline, much of which is now artificial fill. Potential seismic impacts are summarized below.

- *Fault Creep:* This is an ongoing process of relatively slow lateral displacement normally localized along active fault lineaments. Development which straddles the San Andreas or Serra Faults is potentially subject to gradual damage to building foundations, sidewalks, streets, and utility lines even though fault creep has not been identified along either fault in this vicinity.

- *Surface Rupture:* The main surface lineaments of the San Andreas Fault are a location of extreme hazard to structures from future surface fault displacement, or surface rupture. The trace of the Serra Fault indicates a possible, but largely unevaluated hazard from future surface rupture. This phenomenon normally accompanies only large magnitude earthquakes.

  Although ground rupture would probably occur along an existing fault or fault trace, it should be considered possible to occur anywhere within the San Andreas Rift Zone. Rupture or relative ground movement might be in the horizontal direction, vertical, or a combination of both. Utility lines constructed within these areas may be severed in the event of surface rupture.

- *Ground Shaking:* The most widespread effect of an earthquake is ground shaking; this is often the greatest cause of damage. Structures and utilities of all types may suffer severe damage or collapse if not designed to withstand the shaking force. The soil composition beneath a structure substantially affects the vibration forces on that structure. Thus a structure located adjacent to a fault on stable rock might withstand ground shaking better than a structure built on loose soil material one hundred miles away. Although this phenomenon would to some extent affect the entire City, buildings precariously situated on steep unstable slopes and on loose or soft soil are probably subject to the greatest damage.

  With so many faults in the Millbrae vicinity, the City is fortunate to have relatively few buildings over two or three stories in height. Taller structures, unless they are specially designed to withstand seismic shock, are normally more prone to serious earthquake damage.

- *Landslides:* Landslides are often a secondary effect of ground shaking from seismic activity. The steep slopes in Millbrae have already proven to be, in many areas, unstable and susceptible to landslides. This naturally hazardous condition has been seriously compounded by many incidents of insensitive residential subdivision. Steep grading cuts have left many home sites and adjacent properties subject to extreme risk.

- *Liquefaction:* Soil liquefaction is another secondary effect of ground shaking, a phenomenon in which water-saturated, cohesionless soil temporarily loses its strength when subjected to dynamic forces. The looser the soil, usually the greater the susceptibility to liquefaction. The areas of Millbrae which are considered to be especially susceptible to liquefaction are those comprised of San Francisco Bay mud, with or without artificial fill material. These areas are located generally east of the Southern Pacific Railroad tracks. Whether or not the soil will actually liquefy depends on the soil properties, the intensity and the duration of the shaking. When liquefaction occurs, building foundations may sink or tilt several feet into the underlying soil, with differential ground subsidence possibly a contributing factor.

- *Tsunamis:* Tsunamis, commonly called "tidal waves", are frequently induced by earthquake activity. Earthquakes responsible for tsunamis may originate on land or at sea long distances from the damage center. Tsunamis that enter San Francisco Bay are quickly dissipated. Damage is normally confined to small craft which are not properly moored.

  Millbrae is generally protected from tidal flooding by higher ground along the Old Bayshore Highway, on the east, and high banks of one of the two flood control canals, on the south. Recent studies, however, suggest that a maximum tsunami wave height in the Bay of 20 feet is possible at the Golden Gate Bridge. A tsunami of this magnitude could threaten areas in Millbrae near Bayshore Freeway, although wave heights would be substantially reduced.

➢ *Seiches:* Seiches are waves in isolated lakes and reservoirs resulting from the tilting or surface displacement of the bottom or sides. The San Andreas Lake is not considered a threat to Millbrae because of the difference in elevation and the intervening topography.

One effect related to seiches is the oscillation which can occur during earthquakes in water storage tanks, both elevated and ground supported. Several water tanks in the City were upgraded two years ago to improve the connection between the tank and underground water mains. The bulging of steel tanks has been noted following several recent earthquake disasters around the world. Millbrae has numerous water storage tanks located on its hillsides, in very close proximity to two active faults. Recent improvements to Millbrae water tanks ensure that construction is adequate to withstand the "maximum probably seismic event".

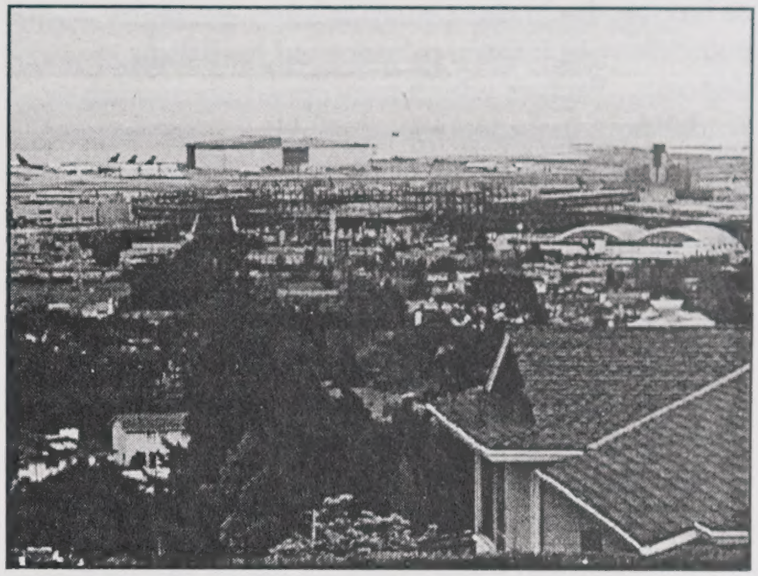
A second related effect is the spilling or "slopping" from open drainage channels. This may conceivably present a threat to existing and potential development immediately adjacent to the Highline and El Portal flood control canals leading to the Bay, especially at high tide when they are more likely to be full.

Loma Prieta Earthquake

On October 17, 1989, the magnitude 7.1 Loma Prieta earthquake struck the San Francisco Bay region. This was the largest earthquake in the region since the great 1906 San Francisco earthquake. The epicenter was on the San Andreas fault in the Santa Cruz Mountains, about ten miles east-northeast of Santa Cruz and 60 miles southeast of San Francisco. The quake was felt over an area of about 400,000 square miles.

The earthquake ruptured a 25 mile long segment of the San Andreas fault that had been recognized as having the greatest chance (30% for the next 30 years) for producing a magnitude 6.5 to 7.0. earthquake of any fault segment north of the Mojave Desert.

According to U.S. Geological Survey Circular 1045 Lessons Learned from the Loma Prieta, California



Earthquake of October 17, 1989, an earthquake as large as, or larger than, the Loma Prieta Earthquake is likely to shake the San Francisco Bay region within the lifetime of most of the present residents. Such an earthquake will probably occur in a more urbanized area, most likely on the Hayward Fault or San Francisco Peninsula segment of the San Andreas Fault. Casualties and damage are conservatively projected by USGS to be several times those experienced in the Loma Prieta event.

8.4 Local Geologic Hazards

Two basic types of geologic hazards exist in Millbrae - that of surface soil instability, and that related to seismic activity. The latter subject is considered separately in the County Seismic Safety Element. Thus, the following discussion is limited to the problems associated with unstable soils in Millbrae, i.e. landslides and erosion.

The information contained in this section is based largely on recent but generalized data provided by the U.S. Geological Survey; as such, it should be regarded as subject to refinement or modification whenever more detailed information becomes available.

Landslide Susceptibility

Most of the steeper developed and undeveloped lands west of the Spur property have been identified as having either "moderate" or "highest" susceptibility to landsliding (from field surveys and photo-interpretation). Landslide susceptibility is basically determined by previous slide activity, slope and soil composition. Those areas identified

as having the highest susceptibility generally coincide with known or assumed landslide deposits. Factors which may speed up erosion or landsliding include ground shaking from seismic activity, rainfall, subsurface water seepage, and improper site drainage; insensitive grading for streets and houses; and vegetation removal.

As yet, no close association has been observed in San Mateo County between active faults and the occurrence of landslide deposits. Nevertheless, Millbrae should definitely consider the increased landslide hazards in its hill areas increased by the presence of the San Andreas and Serra Faults. Higher parts of Millbrae are mainly composed of sandstone, siltstone, and claystone with some deposits of shale and other sheared rock. It is generally where this sheared rock is found in combination with very steep slopes (many in excess of 50%) that landslides have most frequently occurred.

Some of the largest landslide deposits in the City were formed prior to development in Millbrae. Consequently, parts of several subdivisions are now located on old deposits thought to measure 500 to 1,000 feet in breadth.

During the 1996-1998 winter seasons, Millbrae has experienced abnormally heavy rains which have caused the saturation of many hillsides, resulting in breached hillside drainage systems, slides and other earth movement. These events have occurred on both public and private lands.

Hazards to Development

Residential development in Millbrae's hill areas has often failed to recognize or deal with inherent hazards of the site. In many cases, cut and fill grading left bare, loosely compacted slopes exposed to the weathering process. Over the years, this has caused increasing problems of soil erosion and landsliding. Several homes in the extreme southern part of the City have suffered severe damages triggered by intense rainfall. Other home sites have also experienced serious erosion and mudslides. Erosion and/or slides have usually occurred in backyard areas where steep slopes have not been planted and adequate drainage has not been provided. Soil has slipped down into streets or home sites below, leaving the slope rutted and exposed. Some homes are vulnerable to slides which originate on undeveloped land.

Some homeowners who have experienced such problems in the past have taken precautions to avoid them in the future. Their efforts include planting along slopes, modified drainage systems, retaining walls, and temporary slope coverings. Homeowners who are not taking preventive measures should be strongly encouraged by the City to do so.

8.5 Structural Hazards

Structural hazards exist in unreinforced masonry (URM) buildings, structures constructed prior to 1933, and structures on unengineered fill, particularly in areas of former marshland, ancient creekbeds and on bay mud. In 1989, the City Building Division surveyed potential URM buildings and identified three commercial buildings, owners of which are required to correct the potential hazard. All three buildings have now been seismically strengthened.

Freeway structures also are potential hazards in a severe earthquake. Millbrae is bracketed by the U.S. 101 and I-280 freeways. Collapse of any portions of these freeways or their structures could involve serious disruption of traffic and emergency services.

Utility disruption is another safety issue. A severe earthquake with corresponding land movement or heavy winter storms could rupture or weaken major electrical, gas and water transmission lines that cross the City.

8.6 Flood Hazards

Areas Subject to Flooding

Millbrae is included in the National Flood Insurance Program. Map 8-2 shows areas that are subject to 100 year floods. Such areas in Millbrae include: The San Anselmo-Landing Lane area in the northeastern part of the City and the marshy portion of Airport property west of Bayshore Freeway. The Aviador/Garden Lane storm drain system is controlled by a 125-HP pump. If this pump should fail, portions of this area could flood. A second pump with emergency power is planned to be installed.

Millbrae's major drainage systems include Lomita Creek, Greenhills Creek and Millbrae Creek. These creeks become canals that empty into San Francisco Bay. The canals are named Highline, maintained by the City; Lomita, on Airport land and maintained by the Airport; and El Portal maintained jointly by Burlingame and Millbrae. Upper portions of the creeks that run through private property are not maintained by the City.

As shown on the Geotechnical and Flood Hazards map, low lying areas in Millbrae are subject to potential flood hazards. These areas include the Airport Park and Bayside Manor Subdivisions. Other areas with periodic ponding include Magnolia Avenue near Green Hills Drive, Taylor Boulevard near Magnolia Avenue, East Millbrae at Old Bayshore, El Camino Real at Park Boulevard and at Taylor Boulevard, Millbrae Avenue at Poplar, Mills Creek at South Ashton, and the Clarion Hotel at the El Portal Canal. Because of the low elevation and inadequate storm drainage systems in these areas, flooding periodically occurs during heavy rains and simultaneous high tides.

The greatest chance of flooding in low lying areas occurs when the rain falls at a rate of at least one inch per hour for one hour preceding the high tide (a tide of 4.5 feet or greater). This does not occur except during exceptionally heavy storms. Channels and pipelines are not large enough in these lowlying areas to handle such large amounts of water during high tides. Many building structures are not designed for this degree of flooding. If not elevated adequately, water can flow into the lower levels causing damage and inconvenience, and affecting health and safety.

The City's current flood prevention program consists of extra street sweeping during autumn, clearing the storm drains of silt and organic material and giving early flood warnings to flood-prone areas during predictable hazard periods. In addition, City crews patrol flood-prone areas during storms. Dredging of the canals is a priority and is subject to approval by the U.S. Fish and Wildlife Service and California Department of Fish and Game due to endangered species located near the canals.

Efforts to physically remedy the potential flood hazard situations are generally very costly. Improvements to the present stormdrain system such as enlarging pipes should be addressed. Dredging of canals should be accomplished regularly. Larger pumps, deeper channels or holding ponds, would cost upwards of millions of dollars. To elevate all existing threatened structures above anticipated flood levels would be a major hardship on property owners and would disrupt many businesses and homes. Sizable new developments, however, such as development of the Airport lands or eventual replacement of a large area of existing buildings, should be designed and engineered to avoid potential flood hazards.

The City is presently enrolled in the National Flood Insurance Program administered by the Federal Emergency Management Agency (FEMA). Flood insurance is available to Millbrae residents and merchants under the agency's "regular" program, either directly through FEMA or through licensed insurance agents.

High Tides and Rise in Sea Level

In California, highest astronomical tides occur in the summer and winter, and therefore extreme high tides can occur during storm periods. The highest tide ever recorded in San Francisco Bay (between 1855 and 1983) occurred on December 3, 1983. Based on the 129-year record of daily high tide, the U.S. Army Corps of Engineers (1989) has developed estimated 100-year high tide elevations for various locations within the bay. The estimated 100-year high tide in Millbrae is expected to reach elevation 7.0 feet NGVD (National Geodedic Vertical Datum). Therefore, areas of the City with elevations below 7.0 feet NGVD and not protected by levees or similar features could be inundated during an extreme high tide event.

Tidal gauge measurements collected over the last 100 years indicate that sea level is rising relative to the land surface in many locations throughout the world (Bay Conservation and Development Commission, 1987). Over the last 100 years, the temperature of the earth's surface has risen approximately 0.6 degree Celsius (U.S. EPA, 1995). It is widely believed that sea level will continue to rise in response to global warming. Global warming

causes thermal expansion of the upper layers of the ocean (increasing the volume of water) and melting of the earth's glaciers and polar ice fields. Such increases in sea level, if sustained over long periods of time, could create flooding problems (or exacerbate existing problems) for those areas currently protected from flooding with only minimal freeboard. To plan for, and mitigate, potential flooding problems associated with sea level rise, it is important to be able to quantify the amount of sea level rise expected at a specific location over a given time period.

Long-range projections of the behavior of physical systems are extremely difficult because of the uncertainties involved. Since the EPA released its first major study on sea level rise in 1983 (U.S. EPA, 1983), estimates for the amount of predicted sea level rise have steadily decreased. EPA's most recent prediction for the expected total sea level rise in Millbrae is 17 cm (0.6 foot) by the year 2050, and 38 cm (1.2 feet) by the year 2100 (U.S. EPA).

Those portions of Millbrae below elevation 8.2 feet NGVD (elevation of extreme high tide added to predicted sea level rise by 2100) and not protected by levees or other similar features could be subject to increased flooding hazards as time progresses. Some areas of the City east of Highway 101 are below elevation 8.2 feet NGVD.

Storm Drainage System

Millbrae's storm drainage system serves the entire City, collecting and channeling all runoff into the Lomita Creek, Green Hills Creek and Millbrae Creek channels, which carry the storm runoff to the Bay by way of the Highline, El Portal and Lomita Canals. The system originally was constructed to follow natural creek beds. Millbrae and Burlingame share the El Portal canal and pump station on their common border. Millbrae maintains the Highline and the Airport maintains Lomita Canal and its pump stations.

The City has hired a consultant to conduct a current assessment and determination of existing infrastructure capacity to address, among other issues, storm water collection. Portions of the storm drain system need to be studied to identify areas of insufficient capacity, including the area covered by the Millbrae Station Area Specific Plan. Additional information is included in the Land Use Element.

8.7 Fire Hazards

Undeveloped Hill Areas

The Spur property and steep, privately-owned lands adjacent to or directly west of the Spur property account for a large proportion of Millbrae's total undeveloped acreage. In addition, there are substantial areas of essentially undeveloped land running behind and between many houses built on large, sloping lots, some served by steep, private roads and driveways. This results in difficult access for emergency vehicles.

The landscape varies in these undeveloped hillside areas from grassland and dry chaparral to larger woodland; a few slopes, however, have become bare from erosion and are now without any plant cover. Most of these areas are quite steep and inaccessible other than by foot. (Several properties have not been subdivided only because of their excessive slope and poor access.)

Ground fires have occasionally broken out in these vacant areas, although the scale of these fires usually has been kept small. The high fuel content of the vegetation, the steep terrain, moderately high wind speeds, and the low humidity during the hot summer months may all contribute to the rapid spread of potential fires. City codes require that all developed and undeveloped property be kept free of any dry weeds, dry grass, or other flammable vegetation more than three inches in height and within 10 feet of any building, fence or other combustible material. Properties which, in the Fire

Chief's opinion, constitute a fire hazard are notified by the Department to abate such hazard.

The City and County of San Francisco own and manages extensive watershed lands just west of Skyline Boulevard. These too are heavily vegetated and subject to wildfires, especially during the summer. It is considered unlikely, however, that any fire in this area would leap over the ridge (and the I-280 highway) to threaten development in Millbrae. Protection of these watersheds is the responsibility of San Francisco.

Lowland Areas
Other hazards exist in the lowland areas. Jet fuel at San Francisco Airport is a potential hazard requiring contingency plans and cooperation among several fire departments. Residential areas between the railroad tracks and freeway have only one street in and out which could require use of emergency routes if the one ingress were blocked in an emergency. This situation is made worse by railroad grade crossings, always a potential for being blocked, between the fire station and the neighborhoods. This situation has generated discussions between Millbrae and Burlingame about the benefits of automatic response which would mean that in certain cases, the nearest and most available department would provide first response.

Structural Hazards
The City of Millbrae has employed stringent modern building and fire codes in the construction of most of its residential and commercial structures. An exception to this might be some of the older stores and apartments in the commercial areas. The Civic Center complex and all elementary and high schools are in conformance with accepted fire protection requirements of high-occupancy public buildings.

Very few dwellings can be considered to be in substandard condition. Generally, they are older woodsided single-family structures located east of El Camino Real. A few are seriously dilapidated with badly overgrown yards. These characteristics are often found in combination with obsolete or defective electrical wiring and/or faulty gas lines and may represent a potential fire hazard to neighborhoods in which these structures are located.

Firefighting Resources
As further described in the Land Use Chapter, the Millbrae City Fire Department is capable of responding adequately to fire calls throughout the City. Definite handicaps do exist, however, which limit the Department's effectiveness in certain parts of the City and with certain types of emergencies. Agreement with the City of Burlingame helps mitigate the shortage of personnel. As new development occurs with higher height limits new fire fighting capacity will be required.

Water Supply
Millbrae has a fairly good water supply. This conclusion is based on: reliability of the water supply with and without electrical power, reliability of the water mains, and the distribution and pumping capacity of hydrants. However, one concern is the need for additional storage capacity. Current capacity of 2.3 million gallons should be increased to 5.5 to provide an amount sufficient for emergencies.

Reliability of the water supply could be improved by interconnecting with Burlingame or San Bruno and developing the ability to pump water from the El Camino Real area to the upper portions of the water system which has a different source of supply. Three of the four zones are dependent on one pipe coming in from the S.F. Water Department filtration plant in San Bruno.

The water, however, could be cut off if water mains are broken by a severe earthquake. In this event, the Fire Department expects to draw upon standing sources of water such as swimming pools and nearby reservoirs which it has inventoried. New developments will be required to store water on-site. If these sources are also seriously damaged, water would then have to be trucked in or airlifted from unaffected areas elsewhere in the region.

8.8 Hazardous Materials

The use, storage, and disposal of hazardous materials, including management of contaminated soils and groundwater, are regulated by federal, state, and local laws and regulations. The U.S.

Environmental Protection Agency (EPA) is the federal administering agency for hazardous waste regulations. State agencies include the California Environmental Protection Agency (Cal EPA) State Department of Toxic Substances Control (DTSC), the San Francisco Bay Regional Water Quality Control Board (RWQCB), the Air Resources Board (ARB), and the Bay Area Air Quality Management District (BAAQMD). Local regulatory agencies include the San Mateo County Department of Environmental Health (SMCDEH) and City of Millbrae Fire Department.

Worker health and safety is protected by federal and state regulations. The Occupational Health and Safety Administration (OSHA) is the federal administering agency for worker health and safety regulations. The California Department of Industrial Relations, Division of Occupational Safety and Health (DOSH) enforces State regulations. A description of agency jurisdiction is summarized below:

- *EPA:* The U.S. Environmental Protection Agency (EPA) is responsible for enforcement and implementation of federal laws and regulations pertaining to hazardous materials. The federal regulations are primarily codified in Title 40 of the Federal Code of Regulations (40 CFR). The legislation is outlined in the Resource Conservation and Recovery Act of 1976 (RCRA); the Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (CERCLA); and the Superfund Amendments and Reauthorization Act (SARA). These laws and associated regulations include specific requirements for facilities that generate, use, store, treat, and/or dispose of hazardous materials. The EPA provides oversight and supervision for federal Superfund investigation/remediation projects, evaluates remediation technologies, and develops hazardous materials disposal restrictions and treatment standards.

- *DTSC.:* In California, the California EPA, Department of Toxic Substances Control (DTSC) is authorized by EPA to enforce and implement federal hazardous materials laws and regulations. California regulations pertaining to hazardous materials equal or exceed federal regulations. Most State hazardous materials regulations are contained in Title 22 of the California Code of Regulations (CCR).

  DTSC acts as the lead agency for some soil and groundwater cleanup projects. DTSC provides cleanup and action levels for subsurface contamination; these levels are equal to, or more restrictive than, federal levels. DTSC has developed land disposal restrictions and treatment standards for hazardous waste disposal in California.

- *RWQCB:* The City is located within the jurisdiction of the San Francisco Bay Regional Water Quality Control Board (RWQCB). The RWQCB is authorized to protect the waters of the state. The RWQCB provides oversight for sites where the quality of groundwater or surface waters is threatened. Extraction and disposal of contaminated groundwater due to investigation/remediation activities or due to dewatering during construction would require a permit from the RWQCB if the water were discharged to storm drains, surface waters, or on land. A permit from the local sanitary treatment facility would be required if water were discharged to a sanitary sewer system.

- *ARB:* The California Toxic "Hot Spots" Information and Assessment Act of 1987 requires that industry provide information to the public on emissions of toxic air contaminants and their impact on public health. The act requires the Air Resources Board (ARB) and local air quality districts to inventory sources of over 200 toxic air contaminants, to identify high-priority emission sources, and to prepare a health risk assessment for each of these priority sources.

- *BAAQMD.* The City is under the jurisdiction of the Bay Area Air Quality Management District (BAAQMD). The BAAQMD is the local enforcement agency for ARB regulations. The BAAQMD also administers air quality regulations for asbestos abatement activities (BAAQMD Regulation 11, Rule 2).

- *SMCDEH:* The Hazardous Materials Section of the San Mateo County Department of Environmental Health (SMCDEH) enforces state and local regulations pertaining to hazardous waste generators and risk management prevention programs. In addition, the SMCDEH acts as lead agency to ensure proper remediation of leaking underground tank sites and other contaminated sites.

- *Millbrae Fire Department:* The Millbrae Fire Department enforces hazardous materials management and underground storage tank operation regulations within the city of Millbrae. The Fire Department performs annual inspections at established facilities to verify that hazardous materials are properly stored and handled, and that the types and quantities of materials reported in the Hazardous Materials Management Plan (Business Plan) are accurate, and provides guidance on hazardous materials regulations to city businesses. The Fire Department also issues permits for the operation and removal of underground and above-ground storage tanks within the city of Millbrae.

- *OSHA:* The Occupational Safety and Health Administration (OSHA) is responsible for enforcement and implementation of federal laws and regulations pertaining to worker health and safety. Under its jurisdiction, the Hazardous Waste Operations and Emergency Response (HAZWOPER) regulations, in 29 CFR 1210.120, require training and medical supervision for workers at hazardous waste sites. Additional regulations have been developed for construction workers regarding exposure to lead (29 CFR 1926.62) and asbestos (29 CFR 1926.1101) during construction activities.

- *DOSH:* At the state level, the California Department of Industrial Relations, Division of Occupational Safety and Health, formerly known as Cal/OSHA, is charged with enforcement of state regulations and supervision of workplaces in California that are not under direct federal jurisdiction. State worker health and safety regulations applicable to construction workers include training requirements for hazardous waste operations and emergency response (8 CCR 5192) and lead (8 CCR 1532.1) and asbestos (8 CCR 1529) regulations, which equal or exceed their federal counterparts.

Conditions in Millbrae

Industrial land uses, which would be most likely to use significant quantities of hazardous materials, have been restricted by zoning to the area east of the Peninsula Corridor Joint Powers Board (PCJPB) tracks and south of Millbrae Avenue. The City Municipal Code has incorporated the 1994 Uniform Fire Code, which regulates the storage of combustible and flammable liquids, restricts the bulk storage of liquefied petroleum gases, and restricts the manufacturing or storage of explosives and blasting agents.

Manufacturing Facilities

Millbrae has very few manufacturing facilities. All have been confined (by way of City zoning and access requirements) to the area located south of Millbrae Avenue and east of the Peninsula Corridor Joint Powers Board (PCJPB) tracks. This area is contiguous on the south with Burlingame industrial area and fairly well buffered on all other sides from non-industrial development in Millbrae.

No local industry constitutes a fire or explosion hazard. The City's Municipal Code strictly regulates the storage of flammable and combustible liquids. Similarly, the Code restricts bulk storage of liquefied petroleum gases and absolutely prohibits the manufacturing or storage of explosives and blasting agents. However, various service industries use chemicals and comprised gases which may pose a hazard.

Public Utilities

The PG&E substation, located south of Bayside Manor, receives high voltage electricity from outside sources and transmits it incrementally to users in Millbrae. Easements have been reserved beneath each of the main transmission lines to preclude physical development. In other cases, public streets have been selected as easements. This has eliminated two hazards; the possibility of live transmission lines falling onto buildings, and fires from such buildings possibly damaging the transmission lines.

Telephone and power lines have been undergrounded in the newer subdivisions and portions of the central business district. Those which remain overhead are not considered to be unduly hazardous. The delivery of natural gas to users throughout Millbrae has never caused any difficulty and is presumed to be safe under normal conditions. No regional pipelines pass through the City.

Electromagnetic Field Issues

Four sets of 115-kilovolt (kV) electrical transmission lines run north to south through the City. They are the Ravenswood-San Mateo line, the San Mateo-Belmont line, and two separate circuits of the San Mateo-Bay Meadows line. When completed, the proposed BART alignment would include two sets of parallel 34.5 kV transmission lines. There has been public concern about the potential health effects, particularly leukemia in children, associated with electromagnetic fields (EMF) from such sources as transmission lines, electrical facilities, and appliances.

Beginning in 1980, more than 90 epidemiological studies have been performed to determine the link, if any, between EMF and potential health effects. In recent years, several commissions and expert panels have concluded that there is no convincing evidence that high-voltage power lines are a health hazard or a cause of cancer (Campion, 1997). The largest and most comprehensive U.S. study to date, recently conducted by the National Cancer Institute, did not identify any link between EMF levels and acute lymphoblastic leukemia in children (Linet et. al, 1997).

As no health effects of EMF have been conclusively demonstrated, there are no health-based standards for EMF exposure. There are also no federal, state, or local standards or regulations limiting exposure to EMF. The City of Millbrae does not permit buildings to be constructed beneath electrical transmission lines, although this is to prevent electrical shock and fire hazards.

Wireless Communications Facilities

The City adopted a Wireless Communications Facilities Ordinance in 1997 to regulate the placement of cell phone and other wireless antenna equipment sites. The ordinance allows for the proper placement of facilities under FCC regulations and discourages the placement of facilities in or near residential areas.

Table 8-3: Hazardous Waste and Substance Sites

The State Government Code, Section 65962.5 requires the State Department of Health Services to compile and update at least annually a list of hazardous waste and substance sites. Appearing on the list in Millbrae are the following sites, all of which have fuel tank leaks:

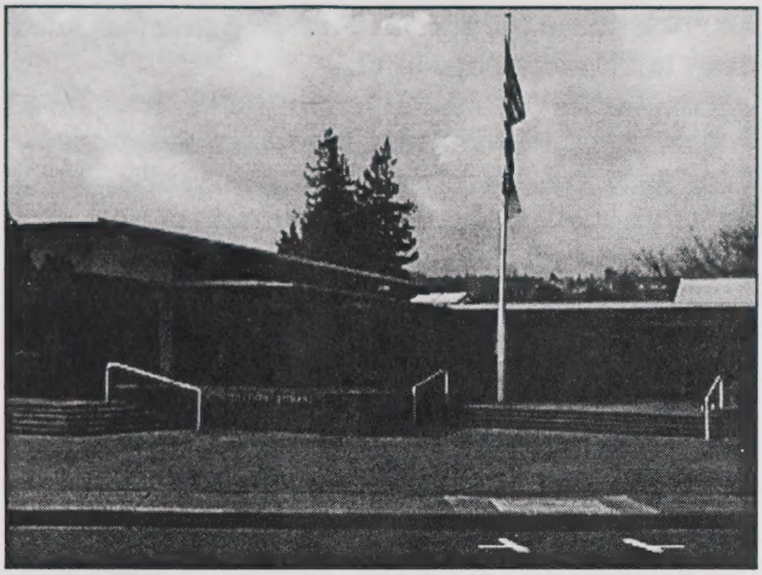
Site:	San Francisco Public Works/AERO Building
Location:	Riverton Drive
Site:	Chevron
Location:	400 Skyline Blvd.
Site:	Chevron
Location:	320 East Millbrae Avenue
Site:	Carol J. Flynn
Location:	180 El Camino Real
Site:	Thrifty Rent-a-Car
Location	355 Adrian Road
Site:	Hertz
Location	300 E. Millbrae Avenue
Site:	Green Hills Country Club
Location:	500 Ludeman Lane

The problem tanks have been removed or are in the process of being removed or replaced.

8.9 Emergency Circulation and Access

The street system in Millbrae is not laid out to facilitate convenient Fire Department response to all parts of the City. Whereas the downtown area has an apparent overabundance of north/south oriented through streets, the upper elevations of the City have none. Unfortunately, this requires the Fire Department to take indirect routes when responding to emergencies in these higher areas. This inevitably adds to the time it takes the Department to arrive at a fire site.

Several cul-de-sac streets in the City exceed the commonly accepted fire safety length of 500 feet. No neighborhood, however, is without an alternative means of access.



Subdivisions located east of the Peninsula Corridor Joint Powers Board (PCJPB) tracks (Bayside Manor, North Millbrae, and Marino Vista) have access deficiencies. Normal means of ingress and egress are the grade crossings at Center Street and Aviador Avenue. Should these streets be blocked, emergency access to each subdivision is available across the railroad right-of-way. However, a stalled train might still effectively cut off these areas from emergency resources of the City. BART proposes to construct a grade separated entry to Bayside Manor at Hillcrest.

Emergency Evacuation Routes

Should a fire or other emergency extend beyond control to the point where lives may seriously be threatened, the entire City or parts of the City may be directed to leave their homes and take refuge elsewhere. At such time, citizens should know which streets would provide them with the most expedient route out of the City. (In many cases, evacuation routes would remain two-way thoroughfares to accommodate relief efforts rushing to the disaster scene.)

- *Downtown Vicinity:* People living or working in the downtown area between the Spur property and the railroad tracks have the most direct access to routes leading away from the City. Circulation in this area is simplified by a general grid street pattern which funnels traffic down to El Camino Real and U.S.-101 via Millbrae Avenue. Both of these routes have very high traffic capacities and continue north and south out of town. If the Millbrae Avenue freeway on-ramp were damaged, on-ramps in San Bruno and Burlingame should be used as alternatives.

- *Hillside Areas:* For many people living west of the Spur property, Highway 280 will be their most accessible major evacuation route. On-ramps are at Hillcrest Boulevard (southbound) and Larkspur Avenue (northbound). Principal east-west collector streets leading to El Camino Real and the two freeways include (from north to south) Lomita Avenue, Larkspur Drive, Helen Drive, Richmond Drive, Hillcrest Boulevard, Millbrae Avenue and Murchison Drive.

- *Area East of Peninsula Corridor Joint Powers Board (PCJPB) Tracks:* The subdivisions located east of the PCJPB tracks suffer from poor access. Conversely, this will also handicap evacuation, from an area susceptible to flood and geologic hazards.

8.10 Emergency Preparedness Plan Facility and Implementation

A fundamental responsibility of civil government is the protection of life and property and the alleviation of suffering and hardship when disaster strikes. The City of Millbrae needs to continuously review and update its plan of action to ensure effective and efficient response in emergency situations.

The function of the Emergency Preparedness Plan is to anticipate the different emergencies which may conceivably befall the community; to organize the City's staff by assigning each public office and department specific emergency responsibilities; to train the Emergency Operations Team on a regular basis with table-top and full field exercises; to establish coordination for recovery efforts with other City and County jurisdictions. The Plan also describes linkages among governmental and private agencies.

8.11 Aircraft Hazards

Being adjacent to San Francisco International Airport presents a concern for safety. The Airport has expanded over the years and projects annual passengers to increase to between 40 and 50 million by 2006. Aircargo projections do not anticipate

reaching the 150,000 ton levels of 1980, projecting 136,400 in 2006.

Most departures and arrivals are over the Bay. About 10% of the takeoffs and departures are over the residential communities along the peninsula. Of greatest concern to Millbrae would be the few occasions when planes land on the runways perpendicular to U.S.-101.

"Approach Surfaces" protect aircraft from tall structures near the Airport. These surfaces slope outward and upward from the runways. Federal Aviation Regulations Part 77 prohibit structures that penetrate the Approach Surface. Actually, Millbrae zoning regulations are much more restrictive than the Approach Surface. However, height limits in the Specific Plan are being proposed close to the glide slope limits.

For example in the East Millbrae Avenue-Rollins Road area, the Approach Surface would allow a structure about 60' high, while the current Zoning Ordinance restricts height to 40'. In the Millbrae Avenue-El Camino Real area, the Approach Surface would allow 120' while the Zoning Ordinances limit is 40'. These limits may change with the Specific Plan adoption.

Millbrae's Emergency Plan takes into account aircraft hazards and staff conducts drills on simulated aircraft accidents. The City of Millbrae and the Airport are participants in the Multi-County Mutual Aid Agreement.

8.12 Safety Goals

The City of Millbrae fully recognizes its responsibility to protect its citizenry and visitor population from undue hazards of fire, flood and geology; and is cognizant of the potential dangers said hazards pose to life and property. Millbrae realizes the importance of establishing precautionary measures and specific policies to mitigate these hazards. The goals set forth below provide a framework for the subsequent articulation of the City's policies and implementing programs that will guide future city actions regarding the management and mitigation of safety concerns in Millbrae.

Safety Goals

S1 *Protect Community Health and Safety from Natural and Man-Made Hazards.*
Minimize the potential for loss of life, injury, damage to property, economic and social dislocation and unusual public expense due to natural and man-made hazards, including protection from the risk of flood damage and minimizing hazards of soil erosion, weak and expansive soils, potentially hazardous soils materials, other hazardous materials, geologic instability and seismic activity.

S2 *Prepare for Emergency Situations.*
Ensure government agencies, citizens and businesses are prepared for an effective response and recovery in the event of emergencies or disasters.

8.13 Safety Policies

Goal S1—Protect Community Health and Safety from Natural and Man-Made Hazards

S1.1 **Location of Future Development.** Permit development only in those areas where potential danger to the health, safety, and welfare of the residents of the community can be adequately mitigated, including development which would be subject to severe flood damage or geological hazard due to its location and/or design. Development also should be prohibited where emergency services, including fire protection, cannot be provided.

S1.2 **Development Review.** Require appropriate studies to assess identified hazards and assure that impacts are adequately mitigated.

S1.3 **Minimize Geological Hazards.** Require all geologic hazards be adequately addressed and mitigated through project development. Development proposed within areas of potential geological hazards shall not be endangered by, nor contribute to, the hazardous conditions on the site or on adjoining properties.

S1.4 **Seismic Safety.** Assure existing and new structures are designed to protect people and property from seismic hazards.

S1.5 **Geologic/Geotechnical Studies.** Require geotechnical studies for development proposals; such studies should determine the actual extent of geologic/geotechnical hazards, optimum location for structures, the advisability of special structural requirements, and the feasibility and desirability of a proposed facility in a specified location. In particular, the land generally west of the Spur property as potentially hazardous to development. Require detailed geologic/geotechnical site studies for all new development and site alterations in this part of the City. Studies should evaluate development risk and determine the engineering precautions necessary to satisfactorily mitigate any risk.

S1.6 **Geotechnical and Geologic Review.** Require geotechnical and geologic review of development proposals in accordance with City procedures to assess potential seismic hazards, liquefaction, landsliding, mudsliding, erosion, sedimentation and settlement in order to determine if these hazards can be adequately mitigated. Once identified, all areas having unstable soil conditions and/or potential seismic hazards should be inventoried and monitored.

S1.7 **Bay Fill.** Ensure the safety of new development on Bay fill against the effects of liquefaction and/or subsidence through proper construction techniques.

S1.8 **Reforestation.** Require property owners to reforest or otherwise landscape steep sites left bare and fragile by excavation. The City should provide information regarding appropriate plant species and planting plans.

S1.9 **Serra Fault.** Buildings for human occupancy should not be constructed on or across the main surface lineaments of the Serra Fault, unless such buildings can safely accommodate anticipated fault displacements.

S1.10 **Active Faults.** The City will minimize, to the extent possible, major streets or public utility lines for gas, water, electricity, flood control, and sanitary sewers being constructed across any active faults.

S1.11 **Capital Improvements to Improve Safety.** The City shall continue to give priority to capital improvements required to maintain an acceptable level of safety throughout the community, and will take measures to prevent damage to the City's infrastructure and emergency facilities resulting from seismic, geologic and geotechnical hazards.

S1.12 **Ordinances and Codes.** The City shall maintain ordinances as necessary to insure safe development in areas of known flood or geological hazard and will use the most current Building and Fire Safety Codes to review permits for new and modified structures.

S1.13 **Electromagnetic Fields.** The City will monitor available information regarding possible health hazards of electromagnetic fields and will continue to prohibit the construction of permanent buildings directly beneath electrical transmission lines.

S1.14 **Spur Property Fire Hazard Potential.** Maintain Spur property landscaping so as to minimize the seasonal fire hazard and provide emergency access to the Spur at critical points along the Spur.

S1.15 **Fire Hazard Abatement.** Enforce the prompt abatement of identified fire hazards.

S1.16 **Erosion/Sediment Control.** Provide appropriate erosion and sediment control measures in conjunction with proposed development in areas susceptible to erosion and regularly maintain all creekbeds and conduits to minimize problems stemming from their erosion.

S1.17 **Drainage Channels, Hydraulic Pumps and Conduits.** Program improvements to drainage channels, hydraulic pumps and conduits to mitigate chronic flooding problems.

S1.18 **Flood Hazards.** Assure existing and new structures are designed to protect people and property from the threat of potential flooding. New development shall be designed to provide protection from potential impacts of flooding during the "1% chance" or "100-year" flood.

S1.19 **Rise in Sea Level.** Coordinate with local, regional, state, and federal agencies regarding potential rise in sea level.

S1.20 **Airport Safety.** Regulate land uses in the vicinity of San Francisco International Airport to assure safety of aircraft and of persons and property near the Airport. Limit building height easterly of El Camino Real consistent with the Millbrae Station Area Specific Plan.

S1.21 **Potential Hazardous Soils Conditions.** Evaluate new development prior to development approvals on sites which may contain hazardous materials.

S1.22 **Hazardous Materials Storage and Disposal.** Require proper storage and disposal of hazardous materials to prevent leakage, potential explosions, fires, or the escape of harmful gases, and to prevent individually innocuous materials from combining to form hazardous substances, especially at the time of disposal.

S1.23 **Hazardous Waste Management.** Support measures to responsibly manage hazardous waste to protect public health, safety and the environment, and support state and federal safety legislation to strengthen requirements for hazardous materials transport.

Goal S2—Prepare for Emergency Situations

S2.1 **High Occupancy Structures.** High-occupancy structures (such as schools, hospitals, office buildings and apartments) or critical emergency facilities (such as fire and police stations, emergency relief storage facilities, and water storage tanks) should not be located within an active fault's "zone of potential surface deformation". In addition, high-occupancy structures should be designed or redesigned to protect human life to the highest degree possible during the "maximum probable event" of seismic activity. High occupancy structures should also have emergency plans approved by the City.

S2.2 **Emergency Services Facilities.** The structures designated to house local command control of emergency/disaster services should be designed or redesigned to withstand a "maximum probable event" to remain operational. Secondary facilities should be identified and equipped as back-up.

S2.3 **Hazard Awareness.** Publicize disaster plans and promote resident awareness and caution regarding hazards, including soil instability, earthquakes, flooding, and fire.

S2.4 **Adequate Police and Fire Services.** The City shall continue to maintain police and fire departments adequate in manpower, equipment and resources to respond to any fire or other localized emergency within the City. Use of supplemental volunteers should be considered.

S2.5 **"Mutual Aid Agreements".** The City shall maintain its mutual aid agreements with San Francisco International Airport and neighboring cities to insure adequate response to large scale emergencies and multiple simultaneous incidents which exceed the capabilities of local resources. The Millbrae Police and Fire Departments will continue to maintain and enhance "mutual aid agreements" with other agencies on a local, state and national level according to the scale of the emergency.

S2.6 **Access for Emergency Vehicles.** Provide adequate access for emergency vehicles and equipment, including providing a second means of ingress and egress to all development. Do not permit new cul-de-sacs in excess of 500 feet in length, unless there is secondary emergency access approved by the Fire Chief.

S2.7 **Neighborhood Disaster Preparedness.** Neighborhoods with potential for being cut-off in an emergency should have a volunteer center for emergency coordination.

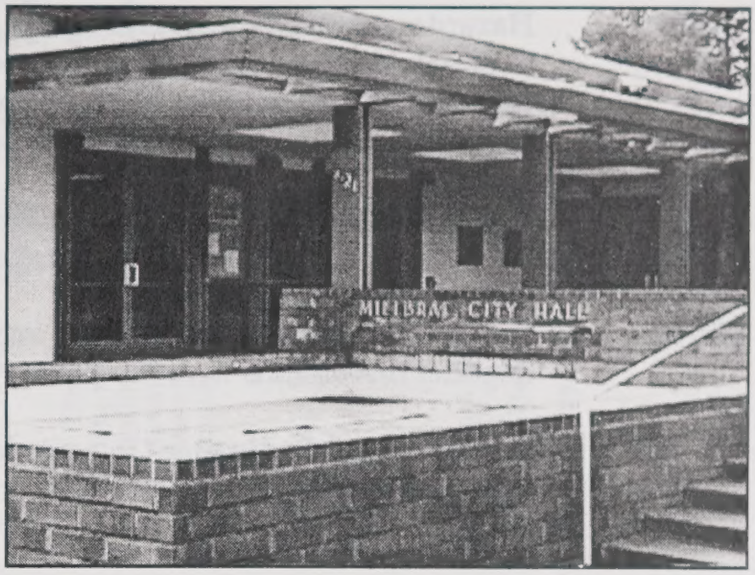
S2.8 **Emergency Response.** Continue to provide essential emergency public services during natural catastrophes.

S2.9 **Disaster Preparedness Training and Planning.** Undertake disaster preparedness training and planning in cooperation with other public agencies and appropriate public-interest organizations.

S2.10 **Public Facilities.** Locate and design emergency buildings and vital utilities, communication systems and other public facilities so that they remain operational during and after an emergency or disaster.

S2.11 **Maintaining Order During an Emergency.** Provide Police training and preparation to maintain peace and security of property following an emergency or disaster.

8.14 Safety Implementing Programs



SIP-1 **Periodic Emergency Exercises.** Conduct periodic emergency exercises.

SIP-2 **Public Information.** The City shall keep its citizenry informed as to the current nature and extent of local safety hazards. Utilize the City's Quarterly Activity Guide (Park and Recreation Department publication), public Television Channel 8, Ham radio operators and the City Report to implement this program.

SIP-3 **Emergency Plan Update.** The City shall regularly update its Emergency Plan.

SIP-4 **Regular Fire Hazard Inspections.** Continue the regular inspection program to identify and correct potential fire hazards in structures throughout the City.

SIP-5 **Hazardous Waste Management Plan.** Cooperate with San Mateo County in implementation of the Hazardous Waste Management Plan.

SIP-6 **Building Code Update.** Regularly update the Building and other essential codes as necessary to address earthquake, fire and other hazards and support programs for the identification, abatement or mitigation of existing hazardous structures.

SIP-7 **Geologic, Flooding and Other Hazard Maps.** Maintain detailed hazard maps for use in development review.

SIP-8 **Geotechnical Review Procedures.** Update City guidelines establishing geotechnical review procedures, including but not limited to, the content of geologic feasibility reports and design level geotechnical reports, and the credentials of the authors of such reports.

SIP-9 **Geotechnical Reports Library.** The City shall establish a geotechnical report library at City Hall.

SIP-10 **Non-Structural Hazards Assessment.** The City will include an assessment of non-structural seismic hazards as part of annual inspections of businesses as part of a public education program.

SIP-11 **Unreinforced Masonry Buildings.** Continue to implement actions to address safety issues related to Unreinforced Masonry Buildings (URM) and other buildings as conditions are discovered.

SIP-12 **Transportation of Hazardous Materials.** Work with San Mateo County, other cities in the county and other jurisdictions in establishing standards for the transportation of hazardous wastes through San Mateo County and the City.

SIP-13 **Hazardous Materials Storage Tanks.** A comprehensive investigation of hazardous materials storage tanks should be undertaken when development is proposed. The potential hazard of any tanks or former tank sites found should then be evaluated using California EPA and local regulatory guidelines, and remediated.

SIP-14 **Hazardous Soils.** Sites within Millbrae which are contaminated with hazardous substances should be cleaned through decontamination of soils and filtration of ground water.

SIP-15 **Paramedic Services.** Continue to improve paramedic services through staff training and ongoing discussions with the County's emergency response provider.

SIP-16 **Flood Control Ordinance.** In accordance with Section 8-10.10 of the Municipal Code, update and maintain the Flood Control Ordinance to regulate construction within flood zones.

SIP-17 **Airport Flood Pumps.** Continue to coordinate with San Francisco International Airport in assuring adequate flood pumps.

San Andreas Fault Zone

Mapped Serra Fault

Inferred Serra Fault

400 Feet Fault Evaluation Zone

1,000 Feet Fault Evaluation Zone

Areas of 100-Year Flood *(see latest National Flood Insurance Rate Maps for more detailed information)*

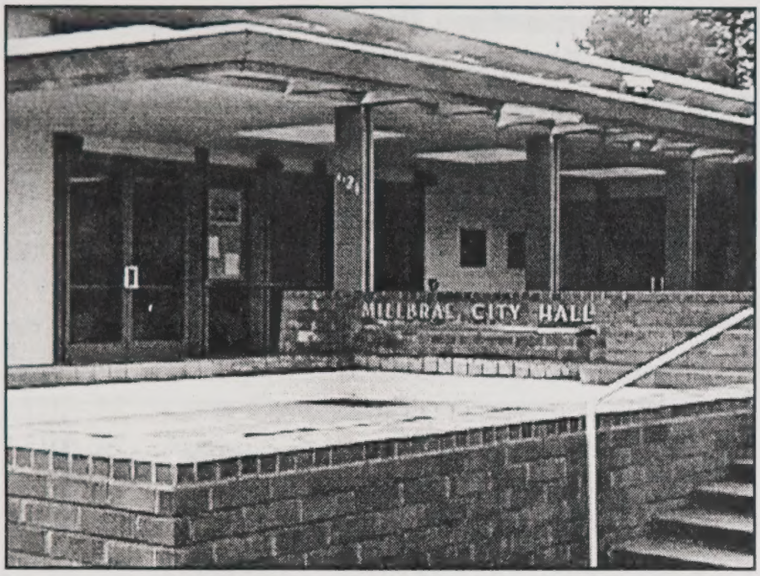
Note: This map has been prepared for General Planning usage. The City of Millbrae is not responsible nor liable for use of this map beyond its intended purpose. For any specific parcel information, contact the City of Millbrae Community Development Department.

Map 8-2

Geotechnical and Flood Hazards

Chapter 9

Implementing Program Priorities



Implementing Program Priorities

9.1 Overview

The Millbrae General Plan is built around preserving and enhancing residential neighborhoods, sustaining the community's character and environmental resources, and planning for the future use of remaining undeveloped or redeveloping properties so that they fulfill unmet needs. The implementing programs in the General Plan, as described in detail in each element, are intended to address these concerns.

In reviewing the list of programs on the following pages it is important to recognize two other concerns: (1) There are limited staff and budget resources to undertake all of the programs listed immediately; and (2) there are some programs which may be desirable to achieve the goals of the General Plan but they are of lesser immediate importance. Most of the programs identified in the General Plan will require ongoing action. Detailed standards, environmental impacts or administrative procedures concerning each program will be evaluated as the specifics of the program are refined.

In contrast to the long-term outlook of the general plan, zoning focuses on the immediate uses of land. It is founded in the "police power" given to cities by the California Constitution. The following are excerpts are from Government Code Sections 65103 (b and c), 65400 (b) and 65860 (a) regarding the City's responsibilities in implementing the General Plan and the consistency of Zoning with the General Plan:

> *"Implement the general plan through actions including, but not limited to, the administration of specific plans and zoning and subdivision ordinances."*
>
> *"Annually review the capital improvement program of the city or county and the local public works projects of other local agencies for their consistency with the general plan . . ."*
>
> *"Provide an annual report to the legislative body on the status of the plan and progress in its implementation."*
>
> *"A zoning ordinance shall be consistent with a city or county general plan only if: (i) the city or county has adopted such a plan, and (ii) the various land uses authorized by the ordinance are compatible with the objectives, policies, general land uses, and programs specified in such a plan."*

Table 9-1: Program Priority Considerations

The purpose of this section is to group General Plan implementation programs to identify the responsible departments. The programs identified in this portion of the General Plan will be evaluated as part of the General Plan's annual review. Modifications to the priorities will not require a General Plan Amendment. The following criteria should be used to establish higher priority programs:

(1) Does it address an immediate health or safety need?
(2) Is it a legal requirement which must be fulfilled?
(3) Does it respond to a pressing development issue?
(4) Is it an ongoing normal responsibility of the City?
(5) Is it a special project that has already been started?
(6) Does the timeframe for the program require it to be implemented before another program action can be taken?
(7) Is it a program that will keep the General Plan current?

9.2 Implementing Program Goals

IP1

Assure General Plan Implementation
The City will take an active leadership role in assuring the implementation of General Plan programs.

IP2

Encourage Public Participation
Encourage public review and effective participation in all aspects of the planning process.

IP3

Maintain an Up-to-Date General Plan
Assure annual review of the General Plan, and maintain, periodically revise and update the City's General Plan to reflect current community goals and policies.

9.3 Implementing Program Tables

The listing of programs below and on the following pages will be part of the annual evaluation of the General Plan. The review of these programs will allow for updating of the tables based on current needs and funding availability.

Department Abreviations

All Departments:	All
General Services:	GS
General Government:	GG
Community Development:	CD
Public Works:	PW
Fire:	F
Police:	P
Parks and Recreation:	PR

Program Name		*Primary Department*	*Other Departments/Agencies*
Land Use Element			
LUIP-1	Civic Beautification Program	CD	PR, PW
LUIP-2	Neighborhood Volunteers	GG	P, PR
LUIP-3	Neighborhood Mediation	CD	Peninsula Conflict Reso. Center
LUIP-4	Residential Design Guidelines and Review Process	CD	
LUIP-5	Commercial and Industrial Development Guidelines and Review Process	CD	
LUIP-6	Grading and Subdivision Ordinances	PW	CD
LUIP-7	Historic Preservation Ordinance	CD	
LUIP-8	Code Enforcement/Community Preservation Program	CD	
LUIP-9	Undergrounding of Utilities	PW	
LUIP-10	Railroad Station House	CD	
LUIP-11	General Plan Land Uses	CD	
LUIP-12	Millbrae Municipal Code	GG	All
LUIP-13	Spur Property Improvements and Maintenance	PR	
LUIP-14	C-1-H Zoning	CD	
LUIP-15	Economic Development Program	CD	
LUIP-16	Millbrae Redevelopment Agency	CD	
LUIP-17	Downtown Redevelopment	CD	
LUIP-18	Commercial Improvement Districts	CD	
LUIP-19	Mixed Use Incentives and Guidelines	CD	

	Program Name	*Primary Department*	*Other Departments/Agencies*
LUIP-20	Millbrae Library Expansion Program	PR	SM County Library District
LUIP-21	Capital Improvement Program (CIP)	GG	All
LUIP-22	Revenue Generation Study and Impact Fee Review	GS	All
LUIP-23	Assessment and Determination of Existing Utility Infrastructure Capacity	PW	
LUIP-24	Utility Infrastructure Improvements	PW	PD, F, PR, CD
LUIP-25	Civic Center Improvements	PW	
LUIP-26	National Pollutant Discharge Elimination System (NPDES)	PW	
LUIP-27	Storm Drainage Maintenance Program	PW	
LUIP-28	Source Reduction and Recycling (SRR) Program	PW	
LUIP-29	Environmentally Sensitive and Hazardous Areas	PW/CD	
LUIP-30	Inter-Agency Monitoring and Coordination	PW/CD	All
LUIP-31	Child Care Needs	PR	P
	Circulation Element		
CIP-1	Police Enforcement of Vehicle Code	P	
CIP-2	Traffic Safety	PW	P
CIP-3	Residential Neighborhoods	PW	
CIP-4	City, Street and Highway Signage	PW	
CIP-5	Street Maintenance Design	PW	
CIP-6	Capital Improvement Program (CIP)	PW	GG, GS
CIP-7	Sound Barriers Along Interstate 280	PW	
CIP-8	Street Tree Master Plan	PR	
CIP-9	Funding of Regional Transit Projects	PW	
CIP-10	U.S. 101 - Millbrae Avenue Interchange	PW	
CIP-11	Stop Signs and Lights	PW	
CIP-12	Millbrae Station Area Specific Plan Improvements	PW	CD, GG
CIP-13	Local Shuttle Bus	PR	
CIP-14	Bicycle Trail Master Plan	PR	
CIP-15	TSM and TDM Requirements	PW	
CIP-16	Airport Auto Storage	CD	
CIP-17	Parking Enforcement	P	PW, CD
CIP-18	Westside Garage	CD	PW, GG
CIP-19	Residential Permit Parking	P	PW
CIP-20	Downtown Parking Study	PW	CD, P
CIP-21	Enforcement of Millbrae Station Area Parking Regulations	P	PW

	Program Name	*Primary Department*	*Other Departments/Agencies*
CIP-22	Recreational Vehicle and Boat Parking	P	CD
Housing Element			
HIP-1	Future Housing Element Updates	CD	
HIP-2	Technical Assistance to Non-Profits	CD	
HIP-3	Tracking of Housing Activity	CD	
HIP-4	Rental Unit Monitoring	CD	
HIP-5	Community Outreach	CD	
HIP-6	Non-Discrimination	CD	
HIP-7	Redevelopment Agency	CD	
HIP-8	Continue and Improve Code Enforcement	CD	
HIP-9	Rehabilitation Loans	CD	
HIP-10	Contact Property Owners of Substandard Units	CD	
HIP-11	Energy Conservation Assistance	CD	
HIP-12	Noise Attenuation Program	CD	
HIP-13	Increased Energy Conservation	CD	
HIP-14	Rental Housing Assistance	CD	
HIP-15	Condominium Conversion Regulation	CD	
HIP-16	Neighborhood Conservation	CD	
HIP-17	Home Equity Conversion	CD	
HIP-18	Homesharing	CD	
HIP-19	Millbrae Avenue Station Area Specific Plan	CD	
HIP-20	Second Units	CD	
HIP-21	R-2 Areas Housing	CD	
HIP-22	Smaller Units	CD	
HIP-23	Potential New Housing Opportunity Sites	CD	
HIP-24	Mortgage Subsidy Programs	CD	
HIP-25	BMR Resale and Rental Controls	CD	
HIP-26	BMR Eligibility Guidelines	CD	
HIP-27	Emergency Housing Assistance	CD	
HIP-28	Residential Care Facilities Monitoring	CD	
HIP-29	Emergency Shelter Uses	CD	
HIP-30	Adaptable Units for the Disabled	CD	
HIP-31	RDA First Time Homebuyers Program	CD	
Parks, Open Space and Conservation Element			
PCIP-1	Recreation User Surveys	PR	
PCIP-2	Recreation Program Responsiveness	PR	
PCIP-3	Parks Facilities Plan	PR	PW
PCIP-4	Park and Playfield Inspections	PR	PW
PCIP-5	Park Facility Maintenance	PR	
PCIP-6	City/Schools Joint Use Agreement	PR	
PCIP-7	Park Dedication Fees	PR	CD
PCIP-8	Pedestrian Improvements	PW	PR

Program Name		*Primary Department*	*Other Departments/Agencies*
PCIP-9	Bicycle Facilities Action Program	PR	
PCIP-11	Open Space Management Plan	PR	
PCIP-12	Maintenance Funding	PR	GS, GG
PCIP-13	Street Tree and Landscape Master Plan	PR	
PCIP-14	Tree Preservation Ordinance	PR	
PCIP-15	Adopt-a-Tree Program	PW	
PCIP-16	Habitat Protection Ordinance	PR	
PCIP-17	Consultation on Fish and Wildlife Impacts	PR	PW
PCIP-18	Environmental Education	GG	
PCIP-19	Air Quality Strategies	PW	
PCIP-20	Water Conservation Efforts	PW	
PCIP-21	Water Emergencies	PW	
PCIP-22	Energy Information and Outreach	GG	
PCIP-23	Citywide Recycling Program	PW	
PCIP-24	Source Reduction and Recycling Element	PW	
PCIP-25	Recycling Information	PW	
PCIP-26	Recycling Bins Incentives	PW	
PCIP-27	Deconstruction Program	PW	
Noise Element			
NSIP-1	Noise Ordinance	CD	
NSIP-2	Zoning Ordinance	CD	
NSIP-3	Public Awaress and Education	CD	
NSIP-4	Staff Training	CD	
NSIP-5	Periodic Noise Monitoring	CD	
NSIP-6	Purchase of City Vehicles and Equipment	PW	
NSIP-7	Regulation of Special Events	CD	All
NSIP-8	Coordination of Complaint Information and Enforcement	CD	
NSIP-9	Airport Noise Mitigation	CD	
NSIP-10	Airport Noise Contours	CD	
NSIP-11	Noise Insulation Program	CD	
NSIP-12	Use of Noise Standards	CD	
NSIP-13	BART Extension Noise Impacts	CD	
NSIP-14	State Noise Insulation Standards	CD	
Safety Element			
SIP-1	Periodic Emergency Exercises	F	
SIP-2	Public Information	F	
SIP-3	Emergency Plan Update	F	
SIP-4	Regular Fire Hazard Inspections	F	
SIP-5	Hazardous Waste Management Plan	F	
SIP-6	Building Code Update	CD	F
SIP-7	Geologic, Flooding and Other Hazard Maps	PW	

Program Name		*Primary Department*	*Other Departments/Agencies*
SIP-8	Geotechnical Review Procedures	PW	
SIP-9	Geotechnical Reports Library	PW	
SIP-10	Non-Structural Hazards Assessment	F	
SIP-11	Unreinforced Masonry Buildings	CD	
SIP-12	Transportation of Hazardous Materials	PW	F
SIP-13	Hazardous Materials Storage Tanks	F	
SIP-14	Hazardous Soils	PW	
SIP-15	Paramedic Services	F	
SIP-16	Flood Control Ordinance	PW/CD	
SIP-17	Airport Flood Pumps	PW	SFIA

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